91-05383/

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

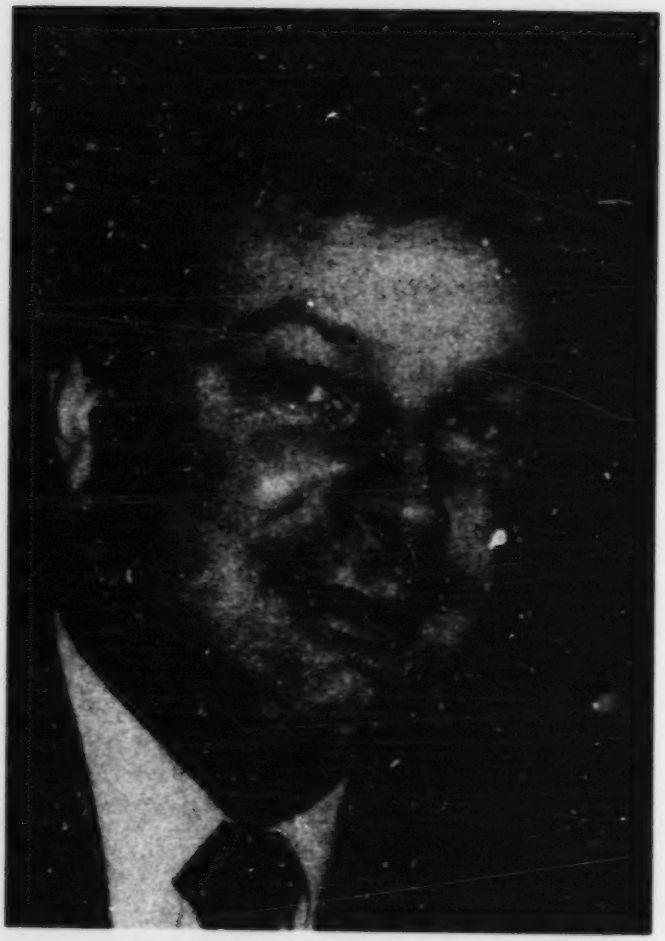
ANNUAL REPORT

OF THE

DEPARTMENT OF SOCIAL SERVICES

FOR THE

FISCAL YEAR — APRIL 1, 1987-MARCH 31, 1988



Published under the Authority of
the Honourable Glenn Tobin
Minister of Social Services

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

Office of the
Deputy Minister

ST. JOHN'S

Honourable Glenn Tobin,
Minister of Social Services,

Dear Sir:

I have the honour of submitting herewith the Annual Report of the Department of Social Services for the financial year ending March 31, 1988.

Respectfully submitted,

Elizabeth Marshall

Elizabeth Marshall, C.A.,
Deputy Minister

Attach.

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

The Minister

ST. JOHN'S

Honourable James A. McGrath, P.C., LL.D.,
Lieutenant Governor,
Government House,
St. John's, Newfoundland.

Your Honour:

I have the pleasure of submitting herewith the Annual Report of the Department of Social Services for the financial year ending March 31, 1988.

Respectfully submitted,

GLENN TOBIN,
Minister

Attach.

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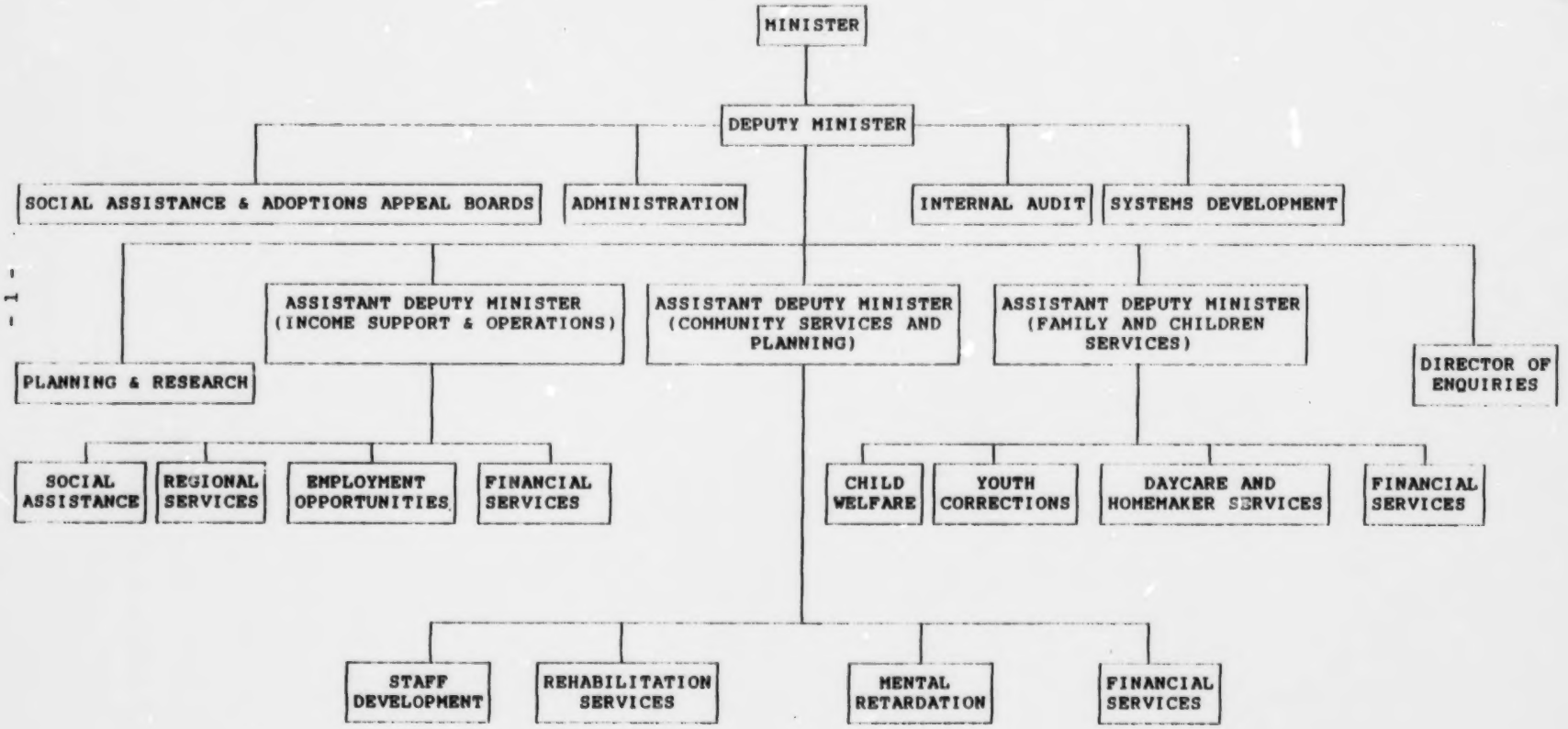
ORGANIZATIONAL CHART OF THE NEWFOUNDLAND & LABRADOR DEPARTMENT OF SOCIAL SERVICES



INTRODUCTION

This is the fifth Annual Report of the Department of Social Services to be published since 1975. For the intervening years, compilations of statistics and information have been completed.

The Annual Report has a twofold purpose:

1) To account to Government and the general public for the activities of the Department during the year with emphasis on program changes and the underlying reasons for them, and

2) To provide a permanent record of the year's work for future research and teaching purposes aimed at improved services to persons in need.

The Department of Social Services is a province-wide organization with five Regional and fifty-two District Offices throughout the Province. The Department is involved in providing a broad spectrum of Social Services to people in their own communities and in their own homes.

During the fiscal year, the Alcohol and Drug Dependency Commission was transferred to the Department of Health.

The Department of Social Services is responsible for administering the following legislation:

The Social Assistance Act, 1977

The Social Assistance Regulations, 1984

The Child Welfare Act, Chapter 37 of RSN, 1972

The Child Welfare Regulations, 1981

The Adoption of Children Act, Chapter 36 of RSN, 1972

The Adoption of Children Regulations, 1981

The Children of Unmarried Parents Act, Chapter 33 of RSN, 1972

The Children of Unmarried Parents Regulations, 1966

The Day Care and Homemaker Services Act, 1975

The Day Care and Homemaker Services Regulations, 1982

The Young Persons Offences Act, 1984

The Government Reorganization Act, 1973

The Rehabilitation Act, 1978

The Social Workers Registration Act, 1979

The Department of Social Services Act, 1973

The Department is composed of the following main divisions:

1) Social Assistance
2) Employment Opportunities
3) Enquiries
4) Child Welfare
5) Youth Corrections
6) Day Care and Homemaker Services
7) Rehabilitation
8) Mental Retardation Services
9) Regional Services
10) Staff Development
11) Planning and Research
12) Administration

PLANNING AND RESEARCH

The office of Planning and Research was created in June 1973, primarily to assist Senior Headquarters staff in their planning activities and to provide the Department with a research and analysis capability.

The major activities in the area of Planning and Research are outlined as follows:

- Coordinates and participates in the compilation of multi-item Briefing Books/material pertaining to Federal-Provincial and Inter-Provincial meetings of Ministers and Deputy Ministers. Conducts research and analysis associated with these meetings.

- Works on Federal-Provincial and Inter-Provincial Task Forces, study groups and projects - e.g.,

  (1) Federal-Provincial Continuing Committee of Officials

  (2) Inter-Provincial Support Committee to the Conference of Deputy Ministers.

- Initiates and/or responds to research, analysis or study into relevant program/policy issues in collaboration with other departmental divisions - e.g.,

  (1) Evaluation of the Child Abuse Treatment and Prevention Unit which is based in St. John's.

  (2) Determination of the impact of the proposed Social Workers Registration Regulations, 1986.

- This office is the primary contact with the Provincial Department of Environment and Lands with respect to the Environmental Assessment Act (or Socio-Economic Impact Assessment as it applies to the Department of Social Services). As well, this office represents the Department of Social Services on the Hibernia Construction Sites Environmental Management Committee, and the office of Planning and Research was the chair of the Department's Task Force that was established to initiate and coordinate submissions to the Offshore Development Fund which was provided for by the Canada/Newfoundland Atlantic Accord. The Department of Social Services provided resources to the Fund Committee which were used to develop broad program parameters which, in turn, would be used to evaluate research proposals that are submitted to the Fund Committee.

- The Director is the provincial co-chair of the Evaluation Sub-Committee pertaining to the Employment Enhancement Program and, as Project Manager, manages and monitors all project activities, consults with the representatives of Canada, implements the decisions of the Project Steering Committee, and approves all financial transactions.

- The office of Planning and Research also provides direction, guidance and advice to the Employment Opportunities Division, in the assessment of the data base of the Employment Opportunities Program with a

view to improving internal monitoring systems and statistical representations, and in the development of a strategy to evaluate the impact of Employment Opportunities Programs on the participating clients and communities.

- The Director participates on the government's Task Force on Income Security and provides associated research, analysis and administrative support. As well, the office participates on a number of inter-departmental planning and research committees.

- Collects, analyzes and organizes information at the request of members of the Department's executive and other staff of the Department.

- Responds to requests from other government departments, universities, private and voluntary agencies and the community for information, analyses and advice. Financial support is provided to, and liaison is maintained with, Social Planning Councils.

- Responsibility for the completion of the Annual Report of the Department.

SOCIAL ASSISTANCE

OBJECTIVES

The responsibility for the provision of financial assistance to persons in need is the responsibility of the provincial government in Newfoundland. The federal government contributes one-half of the cost of assistance payments through the Canada Assistance Plan.

The extent to which the Social Assistance Program is used is related directly to the availability of at least two major resources; namely, employment and social insurance. Because neither of these two resources is sufficient to take care of all our people and, even if they were, many would still be excluded, there would therefore be a need for the Social Assistance Program to take care of the remainder.

Social Assistance is the last line of defense for individuals and families who find themselves in "need" for a variety of reasons. The basic objectives of the program are: (1) To ensure individuals and families are protected from falling below a minimally accepted standard of living through the provision of financial assistance to those in need; (2) to assist certain target groups, such as disabled and elderly persons, with extraordinary expenses which will enable them to remain in their own homes.

UNEMPLOYMENT

The main thrust of the program is to strengthen, preserve and maintain family life. Within the program there are many support services, including counselling services, to enable individuals to achieve independence and self-sufficiency, where possible, and to improve general living conditions for families. In addition, the Department's Community Development Program has become a major resource for Social Assistance recipients in finding employment on various community projects.

REASONS FOR ASSISTANCE

The sole determinant of whether individuals or families receive Social Assistance is based on "need" as determined by a needs test. However, there are numerous reasons which cause people to apply for Social Assistance. Basically, when grouped together, they fall into two categories - reasons because of unemployment and reasons other than unemployment.

REASONS BECAUSE OF UNEMPLOYMENT

The unemployed and underemployed have to seek assistance when no alternative source of income maintenance is available and when the income source is inadequate to maintain families. Lack of education and work skills are perhaps the most significant factors which negate employment opportunities among the able-bodied.

REASONS OTHER THAN UNEMPLOYMENT

Within this category there are a variety of reasons why people apply for assistance. There are the physical, mental and socially disabled whose disabilities could be of a temporary or permanent nature. Single parents, because of separation, desertion or divorce, often seek assistance in the absence of the financial provider when maintenance payments are not sufficient to maintain the family. Unmarried mothers and widows also are attached to this group and have the same problems. Others apply for assistance because of age, because they are attending educational institutions, or because the spouse is in a hospital or penal institution. Whatever the reason, able-bodied recipients in particular suffer from public disapproval that affects self-esteem,thus undermining the will and capacity for self-help. The Community Development Program, which provides employment for recipients, has helped to make the methods of providing Social Assistance more acceptable to the recipient and to the general public.

RESPONSIBILITIES OF THE DIVISION

The Division, through the Director, is responsible for the planning, evaluation, organizing and direction of the Social Assistance Program. These functions require close liaison with Regional Directors in identifying necessary changes and modifications to the program. A close liaison is necessary with field staff, headquarters staff, other provincial government departments, federal departments, private agencies, and the general public. Other tasks involve the preparation of annual estimates for budget purposes for the Social Assistance program, assessing program legislation and policy and recommending amendments and new legislation, writing program policy and writing the annual report on the Social Assistance Program.

HOW SOCIAL ASSISTANCE IS PAID

Social Assistance payments are basically approved and delivered by two separate methods: Computer generated cheques, and by manually prepared cheques through short-term assistance in district offices.

A. Computer Generated Cheques

This payment system is designed primarily for long-term recipients of Social Assistance whose reasons for assistance are other than unemployment. However, during recent years, increased efforts were made to maximize the benefits of the computer by paying people in other categories, particularly able-bodied cases who are expected to be in receipt of assistance for three months or longer. These cases are referred to as Short- Long-Term cases and, unlike long-term cases which are reviewed once yearly, these are reviewed every four months and more frequently when deemed necessary. The payments from the computer method of payment are made by cheque, twice monthly, direct to the recipient from Confederation Building. As of March 31, 1988, there are 11,785 cases paid through the computer system.

B. Manually Prepared Cheques

Manually prepared cheques are known as short-term assistance

payments. This type of assistance is paid primarily to able-bodied recipients and those recipients in other categories who are likely to be in receipt of Social Assistance for a short period of time. These cheques are prepared by Social Workers and Social Assistance Workers and usually cover a thirty-day period; however, payments can cover shorter periods depending on the circumstances involved. Payments can also be made by voucher when it is determined that the recipient is not capable of using the assistance for the intended purpose. In certain cases, payments can be made to a trustee.

POLICY AND RATE CHANGES DURING THE YEAR UNDER REVIEW

1. Effective July, 1987, the Government made it optional for Social Assistance recipients who would be eligible for reduced retirement benefits under the Canada Pension Plan to apply for benefits under the flexible retirement program.

2. Effective November 1, 1987, the Newfoundland & Labrador Housing Corporation increased its yearly Heat Subsidy Program for its tenants in subsidized housing units. This subsidization made recipients of Social Assistance better able to cope with the high cost of home heating.

3. The Government granted a 4% rate increase to recipients with effect from May 1, 1987. This increase was applied to all fixed rates within the program. The following table shows the rate increases granted since 1974 when Government restructured the Social Assistance Program.

TABLE I

1975-01-01	12.7%
1976-04-01	10.0
1977-05-01	6.0
1978-04-01	5.0
1979-06-01	7.0
1980-04-01	10.0
1981-05-01	10.0
1982-05-01	10.0
1983-05-01	6.0
1984-05-01	NIL
1985-05-01	4.0
1986-04-01	4.0
1987-05-01	4.0

The following table shows Social Assistance monthly rates which are current for the year under review:

TABLE II

FAMILY SIZE		
ADULT	CHILDREN	MONTHLY RATES
1	0	$ 342
1	1	421
1	2	459
1	3	493
1	4	529
1	5	567
1	6	607
1	7	654
1	8	714
1	9+	751
2	0	470
2	1	588
2	2	538
2	3	574
2	4	607
2	5	654
2	6	703
2	7+	751
3	0	550
3	1	588
3	2	621
3	3	654
3	4	703
3	5+	751
4	0	633
4	1	669
4	2	703
4	3+	751

Rates shown in the forgoing table are to cover the cost of food, clothing, personal-care items, household maintenance and utilities.

Assistance may also be provided for board and lodging, transportation for medical reasons, repairs to houses, rent, mortgages, special diets, extra fuel for the Labrador Region during winter months, items of special need, housekeeper services, municipal taxes, legal aid, and burials.

PRINCIPLES UNDERLYING THE PROVISION OF SOCIAL ASSISTANCE

1. Relationship between Social Assistance and Minimum Wage - One of the most important principles underlying the Social Assistance program is that a fair and just relationship exists between Social Assistance benefits and income derived from minimum wage.

2. Unified Social Assistance Program - Another important principle on which the Social Assistance program is founded is that of equal treatment for all needy persons regardless of the reason for the need.

3. Incentives - It should profit a person to work. To this end, Government has extended its Social Assistance Incentives program that combines wages and Social Assistance benefits, thus enabling recipients to earn because of the extra profit to be gained.

4. Increases - Social Assistance rates increases are indexed as closely as possible to the cost-of-living increases and the minimum wage.

5. Single Persons - Special attention is being paid to single able-bodied persons and childless couples who seek assistance. Before assistance is provided, Social Workers pay particular attention to job opportunities within or outside the province, training and upgrading opportunities, and every other alternative to granting assistance in such cases.

6. Special Services - An integral part of the Social Assistance program is emphasis on service. Counselling and budgeting services are available to those who need them. Emphasis is placed very heavily on upgrading and retraining through Federal Manpower programs and the Employment Opportunities Division of the Department of Social Services.

7. Program Abuse - Where there is reason to believe that a person may have obtained assistance under false pretenses or has failed to provide the necessities of life and, as a result, assistance has to be provided, prosecution action may be considered.

8. Services to various target groups - The program is especially aware of the needs of the elderly and the disabled who have special needs that must be fulfilled in order for them to remain in their own homes.

CASELOADS AND COSTS

The table on the following page shows the combined number of one person units and family units, both short-term and long-term recipients, who received Social Assistance, and the cost for the year ended as compared with the previous four years.

TABLE III

NUMBER OF UNITS - BASIC SOCIAL ASSISTANCE

Average Number of Units Each Month

1983-04-01 to 1984-03-31	21,242
1984-04-01 to 1985-03-31	20,942
1985-04-01 to 1986-03-31	20,951
1986-04-01 to 1987-03-31	21,014
1987-04-01 to 1988-03-31	20,579

Expenditure - Basic Social Assistance

1983-04-01 to 1984-03-31	$ 86,200,000
1984-04-01 to 1985-03-31	85,500,000
1985-04-01 to 1986-03-31	90,044,000
1986-04-01 to 1987-03-31	101,600,000
1987-04-01 to 1988-03-31	104,300,000

TABLE IV

SOCIAL ASSISTANCE CASELOAD

	1986-87		1987-88	
	ABLE-BODIED	OTHER	ABLE-BODIED	OTHER
April	5562	15480	5399	15616
May	4918	15890	5198	15759
June	4911	15420	5093	15320
July	4870	15479	4997	15447
August	4567	14724	5275	15096
September	5770	15615	5341	15505
October	6299	15381	5729	15519
November	6440	15826	5475	15153
December	6010	15187	4992	15255
January	6076	16055	5149	15035
February	5339	15150	4874	15448
March	5629	15769	5018	15266
TOTAL	66391	185976	62540	184419

The average monthly caseload for 1987-88 decreased by 435 cases from the previous fiscal year. The decrease is mainly confined to the able-bodied category. The stability of the Social Assistance caseload in recent years is largely dependent on the effectiveness of the Community Development Program, which concentrates on those recipients who are able-bodied and those who can accept employment with various supports, such as single parents and disabled persons. During the year under review, some 15,000 recipients found employment on Community Development Projects. Without this program, the Social Assistance caseload would have been significantly higher throughout the year.

The increase in the expenditure was mainly due to the 4% increase in allowances of recipients. Other contributing factors are: more applicants are paying rent and mortgages, the costs of transportation, special needs, additional emergency assistance and day care services. Also, expenditures to enable persons to purchase supportive services so that they can remain in their own homes as opposed to seeking institutional placement have increased dramatically.

OTHER PROVISIONS

Social Assistance legislation also makes provisions for the following:

(a) Additional Social Assistance up to $54 a month to a family or individual in special circumstances such as illness, special educational needs, etc.

(b) Emergency and disaster assistance.

(c) Items of special need such as wheelchairs and other rehabilitative items not supplied through other sources.

(d) Transportation for needy sick persons.

(e) Assistance to stranded persons.

(f) Burial assistance in cases of need to relatives of a deceased person or to an undertaker when a deceased person has no relatives, or when no relatives will accept responsibility.

(g) Additional monthly Fuel Allowance during the period of November to April inclusive to needy families in Labrador. This rate increases each year as the general Social Assistance rate is increased.

(h) A monthly Comforts Allowance to needy persons who are hospitalized. This rate increases each year as the general Social Assistance rate increases.

(i) Board and lodging and clothing and personal care to a person in a home for special care approved for that purpose by the Canada Assistance Plan.

(j) Board and lodging and clothing and personal care to a person boarding with relatives or non-relatives in private homes.

(k) Assistance to handicapped persons who may wish to attend vocational school or university.

(l) Additional assistance up to $78 a month to blind persons including children.

(m) A monthly Mother-Baby Food Allowance is provided to give women in receipt of Social Assistance the means to purchase foods necessary for proper nutrition during pregnancy, and up to one year after the birth of the child.

(n) Assistance to enable the aged and the incapacitated to remain in their own homes.

(o) Appeals against decisions of officials of this Department.

(p) Special diet allowances for diabetics.

(q) Payment of legal aid services.

(r) Payment of municipal taxes.

(s) Special Needs regulations for disabled individuals and families with disabled children.

HOUSING

The primary concern of the Department continues to be the provision of emergency housing for needy persons. This limitation is influenced by the provision of the Canada Assistance Plan Agreement, whereby cost sharing is restricted to limited types of assistance.

Assistance is provided as follows:

1. Rent up to $324 a month for a family living in a rented house or apartment.

2. Payment of mortgage, including interest and principal, up to $324 a month.

3. Materials and labour to repair houses owned by needy persons in receipt of Social Assistance in urgent situations.

4. In extenuating circumstances, houses may be purchased by the Department of Social Services with prior approval of Treasury Board. In these situations, the houses are subsequently purchased from the Department by the Newfoundland and Labrador Housing Corporation who in turn will receive rental payments from this department as long as the occupant has eligibility for assistance.

The following table shows a breakdown of housing assistance provided during the past fiscal year as compared with the previous fiscal year:

TABLE V

TYPE OF HOUSING ASSISTANCE	COST 1986-87	1987-88
Rent and Mortgage	$ 15,768,695	$ 17,329,691
Repairs including labour	$ 1,771,599	$ 1,677,695

It should be noted from the preceding table that there was an increase in the rent and mortgage expenditure as compared with the previous fiscal year. This increase is due to the fact that more and more persons seeking assistance have rent or mortgage needs.

INVESTIGATIONS

During the year under review Social Workers and Financial Assistance Officers continued to investigate suspected cases of abuse to ensure continued eligibility of recipients.

Abuse can be categorized into three separate offenses; namely, failure to provide, false pretenses, and family unit relationships. Suspected cases of abuse are referred to the Regional Director for investigation and possible referral to the courts.

The following table is a breakdown of the investigations for the year under review as compared to the previous year:

TABLE VI

INVESTIGATIONS	1986-87	1987-88
Failure to Provide	21	31
False Pretenses	192	230
Family Unit Relationships	321	368

ENQUIRIES

The responsibility for providing information to any enquirers who write, visit or telephone the Headquarters Division of the Department of Social Services rests with the Director of Enquiries. The services of this Division are widely used by recipients of this Department, third-party enquirers, and by Members of the House of Assembly and the House of Commons. When constituents who are recipients of Social Assistance have concerns related to the amount of assistance they are receiving or feel they are being unfairly treated by the Department, they may request their Member to investigate on their behalf. Problems are resolved in the Enquiries Division by providing information pertaining to policy or by explaining the action that has been, or will be, taken by the Department.

The following table represents the volume and the type of work performed in the Division during the fiscal year April 1, 1987, to March 31, 1988, as compared to the previous fiscal year.

TABLE I

	CORRESPONDENCE		TELEPHONE		INTERVIEWS		TOTAL ACTION	
	86/87	87/88	86/87	87/88	86/87	87/88	86/87	87/88
April	44*	58	116*	182	8*	9	168*	249
May	77	22	205	153	12	15	294	190
June	119	67	217	160	12	29	348	256
July	120	105	292	128	20	14	432	247
August	45	49	261	116	16	17	322	182
September	5**	53	25**	165	2**	24	32**	242
October	66	126	235	119	20	27	321	272
November	88	47	187	93	12	8	287	148
December	14	109	111	94	5	1	130	204
January	68	133	160	120	8	2	236	255
February	156	133	202	129	13	6	371	268
March	51	108	243	168	16	6	310	282
TOTALS	853	1010	2254	1627	144	158	3251	2795

* No statistics taken from April 7th - April 30th, 1986

** No statistics taken from September 3rd - September 26th, 1986

EMPLOYMENT OPPORTUNITIES

The Employment Opportunities Program was created as a Division of the Department of Social Services in July, 1972. The need for a program to promote and enhance the employability of Social Assistance recipients became evident during the late 1960's in response to a significant increase in the rate of unemployment and a subsequent increase in the need for, and dependency on, Social Assistance throughout the province. It was also recognized that recipients of Social Assistance were ready, willing, and able to work but required job experience and a recent work history to remain competitive in the labour market.

The program was initially established to provide counselling services and job search techniques which would lead to job finding and placement. This was done by mobilizing the services of a selected number of Social Services staff who utilized available resources of the community and the various government departments. Although initial efforts produced favourable results, it became evident that many Social Assistance recipients required a recent work history in order to compete effectively in the job market.

The recognition of the need to provide clients with an actual work experience, which would complement the job counselling and motivational services, led to the creation of a Community Development Program during the 1975-76 fiscal year. The addition of this new program permitted the use of direct funding to pay salary and selected operating costs which offered an opportunity to place clients into actual work situations.

The mandate of the Division is to:

> Provide meaningful training and employment opportunities for Social Assistance recipients through the efficient and effective utilization of federal/provincial government training and employment programs, as well as community and departmental resources.

It is felt this mandate will also allow for the development and promotion of beneficial agency and community activities. In line with the primary purpose for the creation of the Division, the following objectives are considered to be attainable:

A. The re-integration of social assistance into the work force.

B. The improvement of social-economic conditions in depressed areas of the province due to long-term unemployment.

C. Cooperation with other government departments (provincial/federal), communities and organizations in combatting the effects of unemployment.

COMMUNITY DEVELOPMENT

The Community Development Program has grown significantly during each year of operation since it was established. Funding for the 1987-88 fiscal year amounted to approximately $33,500,000 and permitted the placement of 12,551 persons into direct employment.

Tables I and II will serve to illustrate the project activity, regional involvement, and expenditures during the year.

TABLE I
PROVINCIAL

April 1, 1987 - March 31, 1988

	JOB PLACEMENTS	NO. OF PROJECTS	EXPENDITURES
Community Development	7,662	807	$ 24,630,526
Regional Services	2,001	114	2,790,618
Social Assistance	1,425	132	3,592,456
Carryovers from 1986-87	1,463	-	2,536,751
TOTAL	12,551	1,053	$ 33,550,351

TABLE II - A
REGIONAL

April 1, 1987 - March 31, 1988

ST. JOHN'S REGION	JOB PLACEMENTS	NO. OF PROJECTS	EXPENDITURES
Community Development	2,390	267	$ 7,578,224
Regional Services	314	33	1,000,553
Social Assistance	346	37	1,077,649
Carryovers from 1986-87	338	-	587,346
TOTAL	3,388	337	$ 10,243,772

TABLE II - B
REGIONAL

April 1, 1987 - March 31, 1988

EASTERN REGION	JOB PLACEMENTS	NO. OF PROJECTS	EXPENDITURES
Community Development	1,854	186	$ 5,156,973
Regional Services	309	26	531,491
Social Assistance	187	19	435,958
Carryovers from 1986-1987	438	-	657,288
TOTAL	2,788	231	$ 6,781,710

TABLE II - C
REGIONAL

April 1, 1987 - March 31, 1988

CENTRAL REGION	JOB PLACEMENTS	NO. OF PROJECTS	EXPENDITURES
Community Development	1,560	180	$ 4,664,232
Regional Services	551	16	428,912
Social Assistance	330	36	931,895
Carryovers from 1986-87	322	-	552,374
TOTAL	2,763	232	$ 6,477,413

TABLE II - D
REGIONAL

April 1, 1987 - March 31, 1988

WESTERN REGION	JOB PLACEMENTS	NO. OF PROJECTS	EXPENDITURES
Community Development	1,437	125	$ 5,447,522
Regional Services	645	31	718,354
Social Assistance	500	32	1,014,894
Carryovers from 1986-87	269	-	549,734
TOTAL	2,851	188	$ 7,730,504

TABLE II - E
REGIONAL

April 1, 1987 - March 31, 1988

LABRADOR	JOB PLACEMENTS	NO. OF PROJECTS	EXPENDITURES
Community Development	421	49	$ 1,783,575
Regional Services	182	8	111,308
Social Assistance	62	8	232,060
Carryovers from 1986-87	96	-	190,009
TOTAL	761	65	$ 2,316,952

EMPLOYMENT ENHANCEMENT PROGRAM

An additional significant event in the evolution of the program was witnessed on August 28, 1986, with the signing of a Federal/Provincial Agreement to further enhance the training and work placement of Social Assistance recipients. This three-year experimental agreement provided

an allocation of $4,000,000 with an option of mutually adding an additional $1,000,000 during each year to March, 1989. The agreed level of funding is to be shared equally betweel both governments, while responsibility for expenditures is based on a negotiated split during each year of operation.

The agreement requires a four-cornered approach with input from two federal departments: Health and Welfare Canada, and the Department of Manpower and Immigration; and two provincial departments: Social Services, and Career Development and Advanced Studies.

During the year under review, a total of $6,500,000 was provided with the province assuming responsibility for 58% of the expenditure for a total of $3,750,000. The remaining 42% ($2,750,000) was allocated to the federal Department of Manpower and Immigration for the employment and training of Social Assistance recipients.

The agreement is considered to be very significant in that it requires appropriate training components to be identified as a part of all placements. It also allows for the hiring of Social Assistance recipients who are not normally considered for placements under the guidelines of the regular Community Development Program such as single, able-bodied recipients and childless couples.

An essential requirement in fulfilling the mandate of the agreement is the cooperation which must exist between the provincial and federal personnel to ensure a coordination of efforts in the promotion and approval of appropriate training components and job placements. It is felt this approach will further enhance the employability of Social Assistance recipients while promoting worthwhile community projects.

Table III will illustrate the involvement of both levels of government during the fiscal year.

TABLE III

EMPLOYMENT ENHANCEMENT PROGRAM

Provincial

REGION	NO. OF PROJECTS	NO. OF JOB PLACEMENTS	EXPENDITURES
St. John's	25	477	$ 1,489,405
Eastern	11	351	796,600
Central	6	245	275,926
Western	9	313	906,478
Labrador	4	63	173,406
TOTAL	55	1,449	$ 3,641,815

Federal

	NO. OF PROJECTS	NO. OF JOB PLACEMENTS	EXPENDITURES
Job Development	73	541	$ 2,750,000
Job Entry/ Re-entry	6	60	
TOTAL	79	601	$ 2,750,000
TOTAL FEDERAL/ PROVINCIAL	134	2,050	$ 6,391,815

ADMINISTRATION

The Division's staff, as of March 31, 1988, consisted of six permanent positions including the Director, Assistant Director, one Program Coordinator, an Accountant, a Payroll Supervisor, and one Clerk-Stenographer. Twelve temporary staff, along with several support staff, were also assigned to assist in the administrative and payroll duties of the Division.

In an effort to ensure the program is being effectively delivered throughout the province, an additional 130 temporary positions have been assigned to the various regional and district offices to assist the regular staff complement in the performance of the Employment Opportunities duties. Salaries for these positions are provided from the special projects funding of the Division.

CHILD WELFARE

INTRODUCTION TO PROGRAMS AND SERVICES

The Child Welfare Program provides a range of services which are designed to support the integrity of the family and to care for and protect children. Where children are in need of care and protection, the Division of Child Welfare is obligated, by law, to intervene on their behalf.

The statutory authorities under which these services are provided are the Child Welfare Act, the Adoption Act and the Children of Unmarried Parents Act. The program areas include Child Protection, Child Care, Family Support Services, Child Paternity and Maintenance Services, Community Facilities and Programs, Adoption Services and Services to Single Parents.

The primary objective of the Division of Child Welfare is the prevention of neglect, abuse and exploitation of children. In an effort to achieve this objective, all Child Welfare Services and programs focus upon the enhancement of family living and the strengthening of parental abilities to provide suitable child care. The Division recognizes that children should remain with their own families wherever possible and, if it becomes necessary to remove children from their families, every effort should be made to resolve those family problems which caused the separation so that the children can be reunited with their families. Attention is focused on those families that have been identified as "high risk" as it pertains to neglect and abuse and where the situation in the home presents danger to the physical or emotional well-being of children.

Emphasis is placed on in-depth casework and supportive counselling with parents and children and is provided by experienced and qualified social workers. In recent years, efforts have been made to allow social workers to specialize in the various areas of Child Welfare, thus making it possible for them to develop expertise in the special needs of children and families in which they have an interest. Program Coordinators are also being hired to assess the feasibility of existing services and programs as well as the need for new and expanded services.

A greater effort is also being made at this time to encourage community resources to become actively involved in family services, and the importance of a coordinated approach towards service development and delivery among government departments is now receiving special attention. Society has begun to realize that the development and implementation of social services which will strengthen families and protect children will be greatly enhanced by community understanding and participation.

Family and Children Support Services

The primary goals of family and child support services are to provide families, who are experiencing difficulties, with those social support services to assist them in resolving their problems and to enable the children to remain in their own home and community. These services include family counselling, Child Welfare Allowance (regular), Child Welfare Allowance (special), day care, homemaker services, direct home services, behaviour management and respite care. In addition, the

Division of Child Welfare acts as a referral agency to other community services.

Family Counselling Services

The Department of Social Services has a Division of Regional Services with a network of district and regional offices throughout the province. These offices are staffed by qualified social workers with skills which are appropriate for helping families and children with special needs. Such services include counselling and other services designed to support families in developing the necessary skills for appropriate child care and protection. This flexible program, which is available throughout the province, offers services for a wide variety of short- and long-term social problems.

Protection Services

The number of cases referred for protection services and the number of abuse referrals continues to grow rapidly. Public awareness programs and the continued interest of community groups in child abuse has, again this year, resulted in a very large increase in the number of abuse cases reported (see Table VIII B). The numbers of families receiving counselling and other services continued to increase because of the risk of neglect or abuse to children (see Table VIII A).

The demands for supportive and preventive services continue to grow, thus placing various demands on field staff and the program to meet the many and varied needs of these families. Growth in these areas is essential if the objective of the Department of Social Services to maintain children in their own homes is to be realized.

Special Child Welfare Allowance

The Special Child Welfare Allowance Program, introduced in 1980, continues to be utilized to assist families who have children with special needs to purchase the special equipment and services that are required to enable these children to be maintained in their own homes and communities. Over the past year, 350 families have received this allowance, which is provided in accordance with their needs.

PLACEMENT ALTERNATIVES FOR CHILDREN IN CARE

While the focus of the Department is on enabling children to remain at home, it is still sometimes necessary to place children in alternate care facilities. The Department of Social Services, through the Regional staff, has a responsibility to secure the most suitable placement for every child who cannot reside at home. Placement choices include relatives, friends and neighbors, foster homes and group homes.

Placement with Relatives

At the end of March, 1988, there were 713 children residing with relatives and receiving assistance through the Regular Child Welfare

Allowance Program. While the extended family as a support system appears to be weakening, many families still provide care for relative children when they are unable to reside at home with their parents. The numbers of children receiving regular Child Welfare Allowance is gradually decreasing. This program continues to be a very valuable support to families, particularly to those who wish to provide care to relatives but would be unable to do so for financial reasons.

Placement with Friends and Neighbors

In some cases, where relatives may not be available to care for a child, friends or neighbors of the family may provide care on a temporary basis. Such homes are licenced under Section 45 of the Child Welfare Act (see Table IV). The use of this placement alternative allows a child to remain in his own community and is least disruptive for the child.

Regular Foster Homes

The Foster Home Program has been a traditional resource in the spectrum of child care facilities. The role of the foster home is to provide a child with love, care and guidance to enable him to reach his maximum potential while in care. It provides a family setting for the child who is unable to live in his own home with his own family. The role of the foster home also extends to the parents of the child in care as part of this function is to assist social workers and other professionals in the treatment and reunification of the family.

Children who come into care have many problems and require special attention. The number of foster homes has been decreasing steadily as has the number of children in care. Homes are continually being sought for young persons, especially teenagers exhibiting emotional or behavioural problems, who require individual attention from foster parents who understand their needs. While the number of foster homes for normal children is generally adequate, there has been a real problem during the past year recruiting homes for teenagers and other children with behavioural or severe emotional problems.

In an effort to explore various placement alternatives, a grant was received from Health and Welfare Canada to research the use of therapeutic foster homes for child victims of sexual abuse. The findings revealed that this is a suitable placement option and that such a model can be used for other special needs groups. The key to therapeutic foster homes is the special, intensive training which foster parents receive, the support provided to the foster home, and treatment made available to the natural family. It is hoped to pursue this option with the assistance of more federal funding during the next fiscal year.

Special Foster Home Care

This aspect of the Foster Care program focuses primarily on the needs of the physically and mentally handicapped children who come into care. This program has played an important role in providing children who would otherwise be institutionalized with community family placements (see Table VII).

Group Homes

During the fiscal year, two new group homes were opened, bringing the total number of homes funded by the Child Welfare Division to six with a placement capacity of approximately forty children. The two new homes, Coach House and Mount Cashel Manor, function as receiving and assessment centres for children in times of crises who may be acting out. Their mandate is to complete a psychosocial assessment, to coordinate the involvement of other professionals, to ensure that treatment services are put in place, and to make recommendations for future care. Presentation House, an emergency placement centre; Mercy House, a special fostering arrangement for young girls; Shalom and St. Francis, which are coed group homes geared to long-term treatment and care, complete the continuum of Child Welfare Group Home Care.

During 1986-87, training sessions were held in labour relations and in nonviolent crisis intervention strategies for boards, supervisory staff and departmental staff.

The Division has been involved in the process of developing training for supervisory staff positions in the Group Home Program and an Orientation Package to be used with all new staff that are hired.

Mount Cashel

Mount Cashel home for boys continues to operate as a child care facility. The population averages fifty boys ranging from school age to post-secondary students.

Mount Cashel has formed an Advisory Board composed of community persons for the purpose of exploring the future directions which should be considered for the facility, and recommendations will be made to the Christian Brothers, operators of the home.

Other Significant Changes

During the fiscal year, funding was not available for continuation of the temporary position of social worker responsible for Permanency Planning. The function of this position was to review permanent wards and to ensure that plans are in place for each child. This social worker was also responsible for assessing and reviewing the plans recommended by the field staff and for ensuring that the necessary procedure and documentation was completed to make permanent wards available for adoption. Efforts are being continued to reinstate this position.

The clothing rate, which was extremely low, was increased by 50% as of April 1, 1987.

The number of wards applying for Student Aid continues to grow. During the fiscal year under review, twenty-nine young persons received assistance with Student Aid to fund their post-secondary education.

The summer employment project which employs wards over the age of fifteen for eight weeks during July and August continued to be very successful. In the summer of 1987, 100 children were employed under this program.

Foster Parent Association

This association continues to grow and to attempt to set up locals throughout the province.

The past year saw a greater emphasis on training for foster parents by the association. Other issues under discussion are the Foster Parents Agreement and the formation of a liaison committee composed of members of the Provincial Association and the Department of Social Services. The purpose of this committee is to review and work on issues raised by either party which affect the quality of care children receive in foster homes.

October 18th - 24th was designated Foster Parents Week. Its purpose was to recognize foster parents for their very worthwhile contribution to the care and protection of children. This past year funding for Foster Parents Week was limited. Regions and District offices planned and held various small functions for foster parents in their area with a very positive response. Many foster parents indicted that they preferred this more personal approach to Foster Parents Week than the traditional banquets. Training workshops, office open houses, pot luck dinners and parties for foster parents and children were only some of the activities which occurred.

Single Parents

Services to single parents are administered through the Children of Unmarried Parents Act, 1972. These services fall into three general groups:

- The provision of counselling services to single mothers to assist them in exploring their options and making decisions in the best interest of their child.
- The completion of Affiliation Agreements, the receiving and disbursement of payments and issuing statements of account so that action can be taken by parents when payments are delinquent.
- Services to unmarried fathers. This is a growing area as more fathers are expressing an interest in planning for their child. The rights of biological fathers have been recognized in the Canadian Charter of Rights, and provincial legislation is being reviewed accordingly. Future developments are expected in this area.

ADOPTIONS

Definition

Adoption is a two-way legal process by which one person or a married couple can assume full responsibility for a child, through an order of the Court, as if that child belonged to that person(s) by right of birth. Adoption, at the same time, provides children with parents that they

would not otherwise have, together with a recognized and legal status of a permanent home and family.

Present Picture

Three hundred and sixty-five of the regular adoption applications in the various stages of processing appear on a reserve list. These are selected for processing as they are needed upon request from the Adoptions Division. Thirty-four homes are being processed for older and special needs children and another thirty-nine homes are being processed for infants. At the end of the year the number of homes approved and awaiting placement of a child was thirty-eight for older/special needs children and ninety-eight for infants. An average of four to six infants are received per month by the Division.

Current Trends and Policies in Adoption

In response to the acknowledgement of the rights of birth fathers, the policy of obtaining the consent of the birth father when a child is placed for adoption was implemented in the past year. If the mother has named a father and he has admitted paternity, his consent is requested.

In August, 1987, a new policy was implemented whereby adoption applications for infants are received directly from the applicants by the Adoption Division.

These couples are registered on a reserve waiting list and contacted annually regarding the status of their application.

As there continues to be a shortage of young children available for adoption, couples who are presently applying to adopt an infant can anticipate a waiting period of six to seven years for placement of a child.

This situation has lead to a greater interest by couples in older/special needs children and in International Adoptions.

Older/Special Needs Children Adoption

There are presently forty approved couples waiting for older children with an additional thirty-four being processed. In the past year six other older children, including two sibling groups, have been selected and are going through pre-placement visitation with placement to occur at the end of the school year. Fourteen special needs children have been referred to the National Adoption Desk in Ottawa and the Atlantic Adoption Exchange.

International Adoption

A growing number of inquiries concerning adoption of children from other countries are being received by the Division and, during the past year, three Newfoundland families have been referred for processing to the National Adoption Desk, which liases with at least fifteen countries.

Some families view this as an alternative to long waiting lists but, in actual fact, the number of countries accepting applications is

limited, the process can be lengthy, and costs must be assumed by the family.

Adoptions Appeal Board

The Adoptions Appeal Board continued to operate as in previous years. Two of the membership completed their term of office and were replaced by new members. One case came to the attention of the Board during the year.

POST ADOPTION SERVICES

The Division has maintained the operation of a Passive Mutual Consent Registry in the area of Post Adoption Services with one full-time coordinator who works from within the Division.

Some assistance, as may be required, is requested from social workers within the district offices but the Post Adoptions Coordinator services a direct client caseload, and considerable time is spent with clients as well as maintaining the registry and researching files.

Clients continue to receive non-identifying background information, and reunions may result from matched inquiries of adoptees and birth parents or siblings.

Seven matched registrations were identified in 1987-88 and three reunions have taken place, while the others are still at some preparatory stage.

Private searching does occur, but no statistics are available on the success rate as not all individuals choose to share this information with the Division.

In 1987-88 the Requests for Service were as follows:

Adoptees	- 126
Birth Parents	- 74
Adoptive Parents	- 41
Other	- 8
TOTAL	249

The Post Adoption Registry reflects the following statistics to date:

Adult Adoptees	- 506
Birth Parents	- 313
Adoptive Parents	- 95
Siblings	- 42
Persons relinquished for adoption, but not placed	- 19
TOTAL	975

The Post Adoption Coordinator has chaired a committee to review the procedure for the collection of medical data on behalf of children placed for adoption, and it is anticipated that the committee will be successful in implementing some recommendations.

STAFF DEVELOPMENT

The Division of Child Welfare recognizes the need for ongoing training for social workers and managers who deliver Child Welfare services. In an effort to respond to the needs that were identified by staff, a training workshop for social workers and managers was designed in cooperation with Staff Development.

Appropriate resource persons were contracted to address the areas of case management, stress management and legal issues in the delivery of Child Welfare services. In an effort to make workshop size more manageable for the trainers and to allow for individual participation, the staff were divided into three equal groups and the training workshop has been offered on two occasions involving two-thirds of the staff.

In addition to these events, efforts were made to identify training events, seminars and conferences that were pertinent to the work of staff within the Child Welfare Division and to send representatives whenever possible.

PUBLIC AWARENESS

Due to the growing numbers of reported incidents of child abuse and child sexual abuse, efforts must continue to create a public awareness of the programs and services that are available through the Division of Child Welfare.

In response to this need, the Division continues to distribute pamphlets and brochures concerning adoptions, foster care, child abuse and general Child Welfare services.

Divisional staff are available to speak to various groups when requested and have participated with the medical, legal and teaching professions over the past year in looking at issues relating to the care and protection of children.

A specific example of such involvement occurred in Labrador City/Wabush when divisional staff were involved with the Region in a three-day conference involving all teachers and School Board staff of the area which addressed the community's concern regarding child abuse.

CONCLUSION

The further development of policy and services relating to the needs of children and families continues to be a challenge that the Division of Child Welfare endeavors to meet with the assistance of departmental staff, other professionals, and community groups.

TABLE I

CHILDREN IN CARE DURING PAST FIVE YEARS

	1983-84	1984-85	1985-86	1986-87	1987-88
Beginning of year	1,215	1,192	1,008	947	893
Admitted during year	465	662	428	416	429
Discharged during year	488	846	489	470	477
End of year	1,192	1,008	947	893	845

TABLE II

TYPE OF WARDSHIP OF CHILDREN IN CARE DURING THE YEAR

	APRIL 1, 1987	AD-MITTED TO CARE	TRANS-FERRED IN	DIS-CHARGED FROM CARE	TRANS-FERRED OUT	MARCH 31, 1988
Permanent	261	7	58	20	38	268
Temporary	166	91	104	117	55	189
Non-ward	85	161	9	124	65	66
Pending	47	127	0	38	112	24
Non-ward & Consent	49	35	41	78	6	41
Over 16	285	8	64	100	0	257
TOTAL	893	429	276	477	276	845

TABLE III

REASONS FOR CHILDREN COMING INTO AND LEAVING CARE DURING THE YEAR

Relinquished for Adoption	35	Placed for Adoption	80
Illness, Separation or Neglect of Parents	394	Returned to Parents	307
		Discharged to Relatives	23
		Employment	3
		Transferred	4
		Deceased	1
		Other	59
TOTAL	429	TOTAL	477

TABLE IV

PLACEMENT OF CHILDREN IN CARE DURING THE YEAR

	APRIL 1, 1987	NEW	TRANS-FERRED IN	CLOSED	TRANS-FERRED OUT	MARCH 31, 1988
Foster Homes	540	233	112	295	120	470
INSTITUTIONS						
Exon House	50	0	0	19	1	30
Mount Cashel	57	12	4	19	3	51
Hospital	3	2	9	3	9	2
Subtotal	110	14	13	41	13	83
Educational Placement	1	0	1	0	1	1
Special Foster Homes	34	5	5	8	5	31
Relatives	43	5	19	2	2	63
Board & Lodging	19	2	17	4	3	31
Group Homes	40	17	20	20	10	47
Section 45 (C.W.A.)	78	58	41	42	30	105
Others	28	95	26	65	70	14
Subtotal	243	182	129	141	121	292
GRAND TOTAL	893	429	254	477	254	845

TABLE V

AGE AND SEX OF CHILDREN IN CARE

	APRIL 1, 1987	MARCH 31, 1988		APRIL 1, 1987	MARCH 31, 1988
AGE			SEX		
Under 6 years	192	147	Boys	503	481
6 - 12 years	236	213	Girls	390	364
12 - 16 years	180	228			
Over 16 years	285	257			
TOTAL	893	845		893	845

TABLE VI

DISTRIBUTION OF FOSTER HOMES AND CHILDREN IN REGIONS AND DISTRICTS

	APRIL 1, 1987		HOMES OPENED	HOMES TRANS-FERRED IN	HOMES CLOSED	HOMES TRANS-FERRED OUT	MARCH 31, 1988	
	HOMES	CHILDREN					HOMES	CHILDREN
ST. JOHN'S REGION								
Bell Island	2	6	0	0	0	0	2	9
Ferryland	3	3	0	1	2	0	2	2
Kelligrews	26	31	6	3	6	6	23	25
St. John's	134	313	38	20	32	27	133	291
Subtotal	165	353	44	24	40	33	160	327
EASTERN REGION								
Arnold's Cove	1	1	3	0	2	0	2	4
Bay L'Argent	2	2	0	0	0	0	2	2
Bay Roberts	13	32	2	1	2	0	14	32
Bonavista	7	12	3	1	0	0	11	15
Clarenville	25	18	1	0	3	2	21	16
Grand Bank	2	9	0	0	0	0	2	11
Harbour Grace	17	38	0	0	0	0	17	26
Heart's Content	7	19	0	0	0	1	6	15
Marystown	7	8	5	1	5	0	8	10
Placentia	8	18	1	0	1	0	8	15
St. Mary's	12	20	4	1	6	0	11	21
Whitbourne	8	11	2	0	2	0	8	14
Subtotal	109	188	21	4	21	3	110	181

TABLE VI (Cont'd)

	APRIL 1, 1987		HOMES OPENED	HOMES TRANS-FERRED IN	HOMES CLOSED	HOMES TRANS-FERRED OUT	MARCH 31, 1988	
	HOMES	CHILDREN					HOMES	CHILDREN
CENTRAL REGION								
Baie Verte	14	25	3	0	0	0	17	23
Botwood	12	17	2	0	3	0	11	13
Fogo	1	2	0	0	0	0	1	2
Gambo	10	4	0	0	5	0	5	1
Gander	13	11	6	4	5	5	13	8
Glovertown	2	2	3	0	1	0	4	2
Grand Falls	13	20	4	1	5	0	13	21
Harbour Breton	0	4	0	0	0	0	0	1
Lewisporte	17	23	0	1	1	0	17	25
Milltown	1	1	0	0	0	0	1	3
Springdale	16	20	2	0	0	0	18	19
Twillingate	3	2	0	0	0	0	3	2
Wesleyville	1	1	0	0	0	0	1	1
Subtotal	103	132	20	6	20	5	104	121
WESTERN REGION								
Bonne Bay	5	0	1	0	0	0	6	3
Burgeo	1	7	0	0	0	0	1	7
Channel	14	24	1	0	2	0	13	18
Corner Brook	29	58	3	1	4	0	29	48
Deer Lake	14	27	0	0	1	0	13	28
Englee	2	7	2	1	0	0	5	9
Flower's Cove	1	1	0	0	1	0	0	0
Piccadilly	26	33	6	0	3	0	29	29

TABLE VI (Cont'd)

	APRIL 1, 1987		HOMES OPENED	HOMES TRANS-FERRED IN	HOMES CLOSED	HOMES TRANS-FERRED OUT	MARCH 31, 1988	
	HOMES	CHILDREN					HOMES	CHILDREN
WESTERN REGION (cont'd)								
Port Saunders	4	3	0	0	1	0	3	3
St. Anthony	5	1	3	0	3	0	1	0
Stephenville	11	20	4	1	1	1	14	23
Stephenville Crossing	7	15	0	0	0	0	7	10
Subtotal	119	196	20	3	16	1	125	178
LABRADOR REGION								
Cartwright	0	0	0	0	0	0	0	0
Davis Inlet	0	4	0	1	0	0	1	1
Forteau	1	2	0	0	0	0	1	0
Happy Valley	8	13	1	1	1	1	8	12
Hopedale	0	2	2	1	1	0	2	4
Mary's Harbour	0	0	1	0	0	0	1	0
Nain	2	4	4	0	2	0	4	9
Sheshatshiu	8	17	4	3	4	0	11	19
Wabush	14	25	1	0	3	0	12	17
Subtotal	33	67	13	6	11	1	40	62
TOTAL	529	936	118	43	108	43	539	869

TABLE VII

PHYSICALLY AND/OR MENTALLY HANDICAPPED CHILDREN IN CARE DURING THE YEAR

	APRIL 1, 1987	ADMITTED TO CARE	DISCHARGED FROM CARE	MARCH 31, 1988
No. of Handicapped Children	261	33	24	270
AGE				
Under 6 years	26	7	0	33
6 to 12 years	60	7	2	65
Over 12 years	175	19	22	172
SEX				
Boys	153	20	16	157
Girls	108	13	8	113
PLACEMENTS				
Foster Homes	211	33	4	240
Institutions	50	0	20	30

TABLE VIII - A

NEGLECT

Protection Cases During Past Five Years

	1983-84	1984-85	1985-86	1986-87	1987-88
Beginning of Year	947	844	856	1031	1043
New, Reopened during year	485	498	615	557	816
Closed during year	588	486	440	545	700
End of Year	844	856	1031	1043	1159

TABLE VIII - B

CHILD ABUSE

Child Abuse Cases During Past Two Years

	1986-87	1987-88
Number of Reported Cases		
- Families	374	605
- Children	438	710
Number of Alleged Cases	438	710

TABLE VIII - C

AGE AND SEX OF ABUSED CHILDREN

	0 TO 1 YEAR	1 TO 2 YEARS	3 TO 5 YEARS	6 TO 12 YEARS	OVER 12 YEARS	AT END OF 88 03 31
Boys	11	13	62	133	86	305
Girls	4	8	58	159	176	405
TOTAL	15	21	120	292	262	710

TABLE IX

ADOPTION CASES DURING PAST FIVE YEARS

	1983-84	1984-85	1985-86	1986-87	1987-88
Applications Received	479	427	428	323	296
Applications Approved	341	363	364	279	256
Applications Rejected or Withdrawn	81	33	85	33	177
Placements Made or Recognized	309	279	273	172	282
Court Orders Made	318	266	248	187	194
Awaiting Court Orders End of year	54	82	53	65	90

TABLE X

ADOPTION CASELOAD

	CASELOAD ON APRIL 1, 1987	NEW, REOPENED TRANSFERRED IN	CLOSED TRANSFERRED OUT	CASELOAD ON MARCH 31, 1988
STAGE ONE				
Regular Application Placement	817	108	457	468
Recognition of Relative Placement	97	188	49	236
STAGE TWO				
Approved Homes Awaiting Placement	164	256	289	131
STAGE THREE				
Probation Period Placements Made (Regular & Nonprovincial)	117	53	127	43
Placements Recognized	19	199	161	57
STAGE FOUR				
Awaiting Court Order	65	260	235	90
TOTAL	1,279	1,064	1,318	1,025

TABLE XI

AGE OF CHILDREN PLACED FOR ADOPTION DURING THE YEAR

	TOTAL
0 - 12 MONTHS	47
1 - 5 YEARS	7
OVER 5 YEARS	228
TOTAL	282

TABLE XII

AGES OF CHILDREN AVAILABLE FOR ADOPTION ON MARCH 31, 1988

A. CHILDREN AVAILABLE AND SUITABLE FOR ADOPTION

	0-6 MONTHS	6-12 MONTHS	1-5 YEARS	OVER 5 YEARS	TOTAL
BOYS	5	-	4	15	24
GIRLS	3	-	6	11	20
TOTAL	8	-	10	26	44

B. SPECIAL NEEDS AND OLDER CHILDREN

	0-6 MONTHS	6-12 MONTHS	1-5 YEARS	OVER 5 YEARS	TOTAL
BOYS	-	-	6	14	20
GIRLS	-	-	3	7	10
TOTAL	-	-	9	21	30

TABLE XIII

NUMBER OF REGULAR PLACEMENTS MADE OR RECOGNIZED AND COURT ORDERS ON ADOPTION BY REGIONS AND DISTRICTS

DISTRICTS AND REGIONS	PLACEMENTS	COURT ORDERS
ST. JOHN'S REGION		
Bell Island	2	1
Ferryland	10	7
Kelligrews	16	10
St. John's	73	61
TOTAL	101	79
EASTERN REGION		
Arnold's Cove	2	1
Bay L'Argent	3	1
Bay Roberts	3	2
Bonavista	-	-
Clarenville	2	1
Grand Bank	4	1
Harbour Grace	8	6
Heart's Content	4	2
Marystown	6	1
Placentia	4	2
St. Mary's	9	7
Whitbourne	2	1
TOTAL	47	25

TABLE XIII (CONT'D)

DISTRICTS AND REGIONS	PLACEMENT	COURT ORDERS
CENTRAL REGION		
Baie Verte	12	7
Botwood	10	8
Fogo	3	1
Gambo	1	2
Gander	21	17
Glovertown	4	2
Grand Falls	7	5
Harbour Breton	2	2
Lewisporte	8	7
Milltown	4	3
Springdale	3	2
Twillingate	-	2
Wesleyville	1	1
TOTAL	76	59
WESTERN REGION		
Bonne Bay	-	-
Burgeo	4	1
Channel	6	2

TABLE XIII (CONT'D)

DISTRICTS AND REGIONS	PLACEMENT	COURT ORDERS
WESTERN REGION (CONT'D)		
Corner Brook	12	8
Deer Lake	2	1
Englee	-	-
Flower's Cove	-	-
Piccadilly	-	-
Port Saunders	3	2
St. Anthony	2	2
Stephenville	8	5
Stephenville Crossing	2	1
TOTAL	39	22
LABRADOR REGION		
Cartwright	-	-
Davis Inlet	-	-
Forteau	1	-
Happy Valley	12	6
Hopedale	-	-
Mary's Harbour	-	-
Nain	-	-
Sheshatshiu	2	-
Wabush	4	3
TOTAL	19	9

TABLE XIII (CONT'D)

DISTRICTS AND REGIONS	PLACEMENT	COURT ORDERS
Regular	59	43
Defacto	223	151
*Placements outside province	-	-
GRAND TOTAL	282	194

TABLE XIV

SERVICES TO UNMARRIED MOTHERS

CARE OF MOTHERS	APRIL 1, 1987	ADMITTED	DISCHARGED	MARCH 31, 1988
Boarding Homes	4	46	50	0

CARE OF CHILD	
Adoption	53
Temporary	4
Mothers keeping children or placing with relatives	452
Undecided	12
	521

AFFILIATION	
Agreements	152
Orders	40
	192

TABLE XV

AGE, EDUCATION, AND OCCUPATION OF UNMARRIED MOTHERS

AGE	
Under 18	51
18 - 21	327
22 - 25	104
Over 25	39
	521

EDUCATION	
Under Grade VI	1
Grade VI - VIII	137
Grade IX - XII	360
Over Grade XII	23
	521

NUMBER OF PREGNANCIES	
First	418
Second	83
Third	16
Fourth	2
Over four	2
	521

OCCUPATION	
Student	74
Unemployed	230
Domestic	48
Waitress	22
Cook	1
Homemaker	12
Babysitter	50
Fishplant Worker	19
Factory Worker	8
Salesclerk	10
Cashier	9
Beautician	3
Secretary	2
Office Worker	13
Nurse	0
Nursing Assistant	0
Teacher	0
Other	20
	521

TABLE XVI

RESIDENCE OF UNMARRIED MOTHERS BY REGION

ST. JOHN'S REGION	60
EASTERN REGION	131
CENTRAL REGION	142
WESTERN REGION	136
LABRADOR REGION	43
OUT OF PROVINCE	9
	521

YOUTH CORRECTIONS

ADMINISTRATION

The administration of the Youth Corrections Program during 1987-88 continued to present a variety of challenges in terms of both the volume and complexity of tasks. Considerable efforts were directed toward revising and clarifying program standards, building a more effective foundation for community services, establishing new custody resources and ensuring administrative efficiency of the program. A clear developmental plan is in place for the program, and significant progress has occurred in many of the areas of need.

A considerable amount of activity occurred with respect to secure custody facility planning. Architectural and engineering consultants, working with an internal departmental planning group, completed the Program of Requirements and concept design work for a proposed new provincial secure custody facility, and for related regional facilities, early in June, 1987, and a Cabinet submission was subsequently prepared, offering detailed recommendations concerning design, programming, and siting for a new secure custody system. Discussions and deliberations continued throughout the year, and an official announcement concerning a new secure custody centre is expected early in the 1988-89 fiscal year.

During the year, the Division was forced to focus a great deal of attention upon the Pleasantville Youth Centre, which had its main dormitory building damaged by fire in December, 1986. Pleasantville continued a split operation throughout the year with residents sleeping at the Torbay Youth Hostel and all daytime activities being centered at the former academic building at Pleasantville. Planning was undertaken toward the renovation of Building 43 at Torbay Airport to replace the Pleasantville operation, and architectural and engineering consultants were engaged. A tender for the renovation of this building was let in August, 1987, but the project was subsequently placed on hold pending a government decision on new secure custody facilities. An announcement is expected early in the 1988-89 fiscal year.

Training for departmental and group home staff continued to be one of the Division's priorities during the year. The staff of several group homes, as well as a number of field staff, were given training through workshops in Conceptual Level Assessment and Suicide Prevention. As well, staff of the Division acted as primary resource persons for two regional Youth Corrections workshops for field staff, which were organized by the Eastern and Central regional offices.

The Division continued to place a great deal of emphasis on maintaining effective financial management practices in all areas, including headquarters administration, institutions, grants to agencies, and group homes. A great deal of effort was especially placed on resolving financial accountability issues in the group home program.

Negotiations concluded during the year for a Contribution Agreement with the Federal Department of Justice to fund the initial phases of a Young Offenders' Systems Development Project. This agreement covers the Initiation, System Requirements Definition, and System Design Alternatives phases of this project, a Systems Development Coordinator was hired in December, 1987. In addition, a Bilateral Steering Committee and a

Project Management Committee were formed. As of 88-03-31, most of the work had been completed on the Initiation phase of the project. The purpose of this phase was to establish the necessary groundwork for future systems development by ensuring that appropriate project management structures were developed, that potential project participants were briefed, that preliminary documentation of requirements was completed, and that the scope and objectives of the proposed automated information system were adequately defined. The System Requirements Definition and System Design Alternatives phases of the project are to be completed in the next fiscal year with the assistance of Newfoundland and Labrador Computer Services.

The Young Offenders' Custody Review Board, established by government in February of 1987, became fully functional in May, 1987 and averaged two days of hearings each month during the year. In total, seventy-two cases were heard by the Review Board. A constitutional challenge to the Board's validity was launched late in the year, but the matter was dismissed by the Supreme Court on procedural grounds. The functioning of the Review Board was interrupted for only a very short period. The Board continues to be in full operation.

The effective delivery of the Youth Corrections Program relies, to a significant extent, upon the maintenance of good working relationships and lines of communication with a number of other government departments and agencies. Most notable of these is the Department of Justice. During 1987/88, as in past years, the Youth Corrections Division worked closely with and received excellent cooperation from the Civil Division, Crown Prosecutions Division, Adult Corrections Division, Provincial Courts, Royal Canadian Mounted Police and Royal Newfoundland Constabulary. As well, the Division worked quite closely with the Department of Health (especially the Mental Health Division), the Department of Education and the Department of Career Development. In the institutional and community residential portions of the Youth Corrections Program, the Division worked very closely with and had excellent cooperation from the Department of Public Works and Services and the Newfoundland and Labrador Housing Corporation.

The administration of the Youth Corrections Program continued to entail a significant amount of involvement with the federal government, particularly with various branches of the Federal Department of Justice and with the Canadian Centre for Justice Statistics. This involvement remained at a high level during the year as officials of the Youth Corrections Division continued to be involved in various federal-provincial committees and working groups. In addition to ongoing discussions of legal amendments, the major focus during the year was on the re-negotiation of the cost-sharing agreements.

CASELOAD TRENDS

Since 1984, the level of activity in the Youth Corrections Program has shown exceptional growth, as evidenced by caseload figures that more than doubled in the 1986-87 fiscal year. The projection that this trend would level off and stabilize at the higher level during 1987-88 has been borne out. During 1987-88, caseload fluctuations have been minor in comparison with 1986-87. Continued growth is evident in referrals to community supervision while, on the other hand, the number of new committals to custody has shown some decline from the previous year.

As is the case nationally, boys continued to far outnumber girls on the caseload, as demonstrated by percentage of court referrals (89% vs. 11%), percentage of total caseload (90% vs. 10%), percentage of open custody admissions (91% vs. 9%), and percentage of secure custody admissions (95% vs. 5%).

The mean ages of youths committed to open custody during the year showed a 4.4% decrease in the mean age for boys, and a 5.2% decrease for girls. The mean age for youths admitted to secure custody, however, showed a continuous increase and, for the past year, was 16.6 years (upon admission).

As expected, nearly 50% of the youths in secure custody are in an age range which would have meant that they would have been adults under the old laws. This trend continues.

The average custody sentence length showed a general downward trend. Secure custody disposition lengths (male and female) decreased 34%. Dispositional lengths for boys admitted to open custody decreased 25%. On the other hand, those for girls increased 16%. However, since girls comprise only 9% of the open custody population, this increase had little impact on the overall length of stay.

In conclusion, caseload trends have, as predicted, stabilized after a period of dramatic increases in the first years of the Young Offenders Act. Small increases in community supervision caseloads are balanced by decreases in both admissions to, and length of, custodial dispositions. The provision of further supports and resources at the community level could be expected to accelerate this trend away from the use of custody.

ALTERNATIVE MEASURES AND DISPOSITIONAL OPTIONS

The special development initiative in Alternative Measures and Dispositional Options was active for the full fiscal year, with a staff complement of one Provincial Coordinator, five Regional Coordinators, and six secretarial support staff. While the impact of a developmental project of this nature cannot be measured by statistics alone, a significant number of positive goals were achieved during the fiscal year.

Regional Needs Assessment Reports completed by each region addressed the need and feasibility for new Alternative Measures Programs, and assessed the functioning and format of the six existing Alternative Measures Programs in the province. As a result of the developmental plans outlined in the Needs Assessment Reports, action began during the fiscal year on community development strategies designed to meet the assessed needs. Every existing Alternative Measures Program became the target of restructuring and reorganization to meet the requirements of provincial standards, and to comply with the preferred model of volunteer community management. Virtually every program achieved a restructured and strengthened community base, a more objective referral system and, in some cases, an increase in referral rates.

The process of policy development for Alternative Measures was concluded during the fiscal year, with the finalization of a comprehensive Policy and Standards document prepared with the assistance of an

interagency committee. Chaired by the Provincial Coordinator, this committee had senior level representation from the Royal Newfoundland Constabulary, Royal Canadian Mounted Police, and the Department of Justice. Draft policies were also circulated to interested community groups in each region for final review and feedback.

Another significant development was the implementation of a data collection system for Alternative Measures to collect detailed case processing data and a monthly statistical summary, providing case profile and activity data. After a test period, this system was initiated in January, 1988 and will be fully functional for the next fiscal year.

In addition to encouraging the development of Alternative Measures, one of the primary goals of the Development Project was to coordinate and assist in the internal efforts of the Department to manage Community and Personal Service Orders. To this end, local methods of coordination and organization were developed. In addition, Regional Coordinators became involved in staff training activities and "hands-on" assistance in the recruitment of resources necessary for the administration of dispositional options. Advisory committees were formed in a number of communities. These consisted of representatives of community agencies who would coordinate efforts and collectively resolve placement difficulties.

The use of Community Service Orders has substantially increased during the past fiscal year, with a total number of 419 new cases referred for service. The average number of hours of service ordered per case was 53, although great variance existed.

A number of public education documents were also produced in the past year, including brochures for "Alternative Measures", "Community Service Orders", and "Youth Justice Committees", as well as a comprehensive information booklet on all aspects of the Alternative Measures and Dispositional Options area.

COMMUNITY CORRECTIONS SERVICES

The Community Corrections component of the Youth Corrections Program encompasses approximately 92% of all cases within the program. These non-custodial Youth Corrections services include preparation of court reports, coordinating the completion of other court-ordered reports (i.e. educational, psychiatric, etc.), probation supervision, counselling, case planning, and case management. Efforts continued during the year to improve service delivery. There was an ongoing process of reevaluating present practices with respect to forms, case management and case planning. Major efforts were also made in the development of new policies and procedures in order to enhance the quality of the Community Corrections Program.

In conjunction with the development of new policies and procedures, a greater emphasis was placed on staff training. Two Regional Youth Corrections workshops were held; one for the Central Region in Gander (November '87) and one for the Eastern Region in Clarenville (March '88). As well, a one-day Youth Corrections session was held during the new social worker orientation in October, 1987.

COMMUNITY RESIDENTIAL SERVICES (OPEN CUSTODY)

During 1987/88, the Division continued to carry out its developmental plan aimed at establishing an integrated system of community-based residential services for young persons sentenced to open custody. This includes overall regional self-sufficiency in a continuum of services, with the major components in each region being one reception/assessment centre, one or more staff model group homes, one or more family model group homes, and a number of special foster homes with varied capabilities. The expectation of this system is that each youth sentenced to open custody will: (1) undergo an initial assessment for program/placement needs, (2) be placed in the least restrictive environment which is appropriate to his or her needs and is as close to his/her home community as possible, and (3) participate in an individual program plan aimed at fostering the maximum degree of self-development.

As of March 31, 1988, there were approximately eighty open custody placements available in the province. This included fourteen assessment placements, forty group home placements, and approximately twenty-five foster home placements. Most regions have plans in place for overall self-sufficiency in both their total number of placements and in the establishment of a continuum of services, although regions share resources when required. The major developmental activities which took place during 1987-88 are as follows:

- The Salvation Army opened a seven-bed Youth Resource Centre in Little Rapids (Corner Brook) in June of 1987.

- The Salvation Army opened a seven-bed Youth Assessment Centre in Conception Bay South (Topsail) in February of 1988.

- The planned seven-bed Gander Youth Assessment Centre completed its program development phase. Final design of the building is completed and construction will commence in the summer of 1988. The centre is scheduled to open in March, 1989.

- A Steering Committee previously formed to initiate a Group Home Program in Marystown continued to search for a suitable site for the facility in the town of Burin.

- Pursuant to developmental activities on the part of the Division, the Labrador Region and local citizens, the Division received and accepted in principle, a proposal from a Steering Committee to form a group home in Nain. Such a program will enable the Division to ensure more culturally appropriate programming for Inuit youth, and may result in a reduction of the number of youths sent from that community to Goose Bay to serve dispositions of open custody.

- The Division accepted, in principle, a proposal from the John Howard Society to change the staffing model in the Canada Drive Group Home (St. John's) from a houseparent model to a shift model. Such a change would enable the program to care for one or two more youths.

- A formalized contract was entered into with the Innuwas Group Home at Sheshatshiu to redevelop the administration and program of the Home in order to better meet the needs of the Innu youth who reside there. Efforts continued toward the planning for the construction of a new facility in Sheshatshiu which would meet the existing standards for

group homes. A decision was taken by the Department and government to support the new Innu Development Corporation in its bid to construct the new group home with funding from the federal government.

- As a result of two serious fires which had previously occurred in group homes, the involvement of the Welfare Institutions Licensing and Inspection Authority of the Department of Health was formally requested to inspect all Youth Corrections group homes in order to ensure that life safety and health standards in the homes are being met.

Training efforts continued for open custody residential staff and Social Workers, focusing on Conceptual Level Assessment, Non-Violent Crisis Intervention, Suicide Prevention, and other areas of need. The further development of standards and policy continued with respect to staff training, incident reporting, and programming.

PLEASANTVILLE YOUTH CENTRE

Pleasantville Youth Centre continued to operate from the Remand/Detention Centre, the former academic building at Pleasantville, and the former Youth Hostel at Torbay.

These facilities were further burdened during the summer of 1987 when they also had to accommodate the youths and staff of the Whitbourne Youth Centre while that facility underwent extensive repairs due to fire damage. Reasonable stability was maintained during this extraordinary period through the exceptional cooperation of all staff as well as most youths in custody.

The Pleasantville Youth Centre continued to place major emphasis on the Educational Program. The basic tenet continued to be that it was mandatory for all youths in custody to participate in some educational program. Program content included senior high school credit courses, regular elementary school courses, Basic Training Skills Development at its various levels, junior and senior Special Education, Work Experience, Life Skills Training, and Basic Literacy Training. The Centre's woodworking shop continued to make a very active and productive contribution to both the Educational Program and the General Activity Program. Residents were assigned to the workshop as part of their Vocational Education Program and for additional instructional, interest, and hobby development. A new undertaking this year was the design and production of the beds required for the new Topsail Youth Assessment Centre. The quality of the finished product was exceptional.

This year saw the continuance of established Volunteer Services and the inception of several new ones.

1. The Knights of Columbus, Corpus Christi Council, continued their weekly visits and activities; they also conducted a Sports Day on the premises.

2. The Salvation Army Cadet College continued their weekly visits and activities and, on one occasion, they provided a tour of their premises and supper to a number of residents. This group provided some very valuable outside relationships to the residents.

3. The St. James United Church, Young Adult Group, was one of the new groups beginning involvement this year. The involvement of the United Church Chaplain of Institutions was also a new beginning.

4. The Viking Volunteers of Gonzaga High School were involved with the Centre for part of this year.

5. One of the Centre's residents performed volunteer work by weekly visits to Glenbrook Lodge. A second resident performed volunteer work by visiting the Children's Rehabilitation Centre.

6. In addition to the regular leisure and recreational activities of the Centre, the winter months saw the establishment of an outdoor ice rink on the tennis court at Pleasantville. This project was made possible by the enthusiasm and unselfish giving of time by several staff of the Centre. They spent many evening and week-end hours preparing and maintaining the surface, plus soliciting the support of their community contacts.

WHITBOURNE YOUTH CENTRE

The year of 1987-88 began with considerable turmoil for the Whitbourne Youth Centre, caused by a fire which occurred on the top floor of the main building on May 25, 1987. As a result of the damage to the building, it had to be closed for renovations and repairs. The young persons in custody at the Centre were all moved to the former Youth Hostel at Torbay, and staff commuted to work from Whitbourne.

Between May 25 and September 2, 1987, all efforts of staff were focused on maintaining a temporary operation at the Torbay site. This was a difficult task considering the lack of security of the building and that the residents had to be transported from Torbay to the Pleasantville Youth Centre for all of their meals. Recreation activities were organized utilizing the facilities of the Torbay Recreation Centre, and the temporary relocation was managed without any serious incidents or problems.

In the process of repairing the damage caused by fire, there were a number of additional improvements made to the Whitbourne building, including installation of metal doors and frames on upstairs rooms, replacement of all exit doors with new hardware on fire exits and electromagnetic locks on the main entrance, installation of new flooring on the top floor, and the purchase of new furniture. On September 2, 1987, the renovations were completed and the residents were moved back. The Education Program began the second week in September and, from that point on, the year progressed without major change.

There was continued development within the Education Program. New work was done in the area of assessment and the development of individual educational programs. The welding component of the Metal Work Program was developed more fully, and utility work at the Centre was used as a regular component of a special education work experience class. Another significant event was the first graduation of a resident from the reorganized high school program while at the Centre.

The most significant occurrence in the area of staff training was the making of a commitment by the administrative staff at the Centre, along

with the Division staff, to put a Staff Development Program in place. Toward this end, some preliminary planning was done.

In April of 1987, the Program Supervisor, Mrs. Juanita Elmore-Higdon, attended an Emergency Planning course in Arnprior, Ontario. As a direct result of this, an Emergency Planning Committee was established at the Whitbourne Youth Centre. This committee is representative of all staff and is actively developing an Emergency Plan for the Centre.

During the past year, both the labour and management groups at the Centre have worked hard at ensuring that both the Labour Management Committee and the Occupational Health and Safety Committee became effective groups. The result was that these committees are meeting regularly and are contributing positively to the operation of the Centre.

TABLE I

TOTAL PROVINCIAL CASELOADS FOR YOUTH CORRECTIONS PROGRAM 1987-04-01 - 1988-03-31

	MALE	FEMALE	TOTAL YOUTHS	ADULTS	TOTAL
April 1, 1987	1,737	183	1,920	356	2,276
April 30, 1987	1,742	184	1,926	352	2,278
May 31, 1987	1,713	172	1,885	353	2,238
June 30, 1987	1,730	172	1,902	364	2,266
July 31, 1987	1,699	150	1,849	352	2,201
August 31, 1987	1,649	159	1,808	385	2,193
September 30, 1987	1,704	158	1,862	386	2,248
October 31, 1987	1,712	159	1,871	385	2,256
November 30, 1987	1,761	180	1,941	369	2,310
December 31, 1987	1,761	171	1,932	370	2,302
January 31, 1988	1,769	185	1,954	329	2,283
February 29, 1988	1,797	192	1,989	331	2,320
March 31, 1988	1,778	190	1,968	322	2,290
Percentage Change during year	+2.4%	+3.8%	+2.5%	-10.5%	+0.06%

TABLE II

PRE-DISPOSITION REPORTS COMPLETED DURING FISCAL YEAR

1985-86	1986-87	1987-88	PERCENTAGE CHANGE
568	614	523	-17%

TABLE III

COURT REFERRALS TO YOUTH CORRECTIONS PROGRAM DURING 1987-88

	1986-87	1987-88	PERCENTAGE CHANGE
Number receiving service, April 1	779	1,879	+141.2%
Number referred during year	2,147	2,557	+ 19.0%
Number discharged during year	1,047	2,506	+139.4%
Number receiving service, March 31	1,879	1,949	+ 3.7%

TABLE IV

COURT REFERRALS BY AGE, SEX, AND REGION

AGE		SEX		REGION	
12-14	488 (19%)	Male:		St. John's	476
15-16	1,071 (42%)	2,282 (89%)		Eastern	372
17+	998 (39%)	Female:		Central	576
		275 (11%)		Western	757
				Labrador	376
TOTAL	2,557	2,557			2,557

TABLE V

NUMBER OF YOUNG OFFENDERS ON PROBATION

	1986-87	1987-88 (MALE/FEMALE)	TOTAL
Number on Probation as of April 1	646	1,197/134	1,331
Placed on Probation during year	1,263	1,289/153	1,442
Discharged during year	581	1,233/156	1,389
Number on Probation as of March 31	1,328	1,253/131	1,384
Percentage Change during year	+106%	+4.8%/-2%	+4.2%

TABLE VI

NUMBER OF YOUTHS COMMITTED TO DISPOSTIONS OF OPEN CUSTODY BY REGION, AGE, SEX, DISPOSITION LENGTH

REGION	MALE	FEMALE	TOTAL
St. John's	14	0	14
Eastern	11	0	11
Central	11	0	11
Western	51	3	54
Labrador	23	8	31
Total	110	11	121
Percentage Change During Year	-2%	-33%	-5%

	MALES	FEMALES
Average Age	15.8	16.2
Percentage Change	- 4.4%	- 5.2%
Average Sentence	6.5 mos.	6.1 mos.
Percentage Change	-24.6%	+15.5%

TABLE VII

YOUNG PERSONS COMMITTED TO SECURE CUSTODY DURING 1987-88 BY FACILITY, REGION, AGE, SEX, AND AVERAGE SENTENCE LENGTH

REGION	PLEASANTVILLE YOUTH CENTRE MALE	PLEASANTVILLE YOUTH CENTRE FEMALE	WHITBOURNE YOUTH CENTRE MALE	WHITBOURNE YOUTH CENTRE FEMALE	TOTAL MALE	TOTAL FEMALE
St. John's	13	0	24	0	37	0
Eastern	9	0	17	0	26	0
Central	10	0	6	0	16	0
Western	18	2	16	0	34	2
Labrador	14	4	5	0	19	4
Subtotals	64	6	68	0	132	6
TOTALS	70		68		138	

Average Age Upon Admission: 16.6 years
Average Sentence Length: 153 days (3.8 months)

Note

The above Regional Totals include transfers between facilities; 9 from Whitbourne to Pleasantville, and 4 from Pleasantville to Whitbourne, for a total of 13 internal transfers. The total new admissions to the system was 125; 61 to Pleasantville, and 64 to Whitbourne.

TABLE VIII

YOUNG PERSONS IN REMAND AT PLEASANTVILLE REMAND CENTER

Total Number Remanded:		Male	168
		Female	9
		Total	177
Average Period of Remand:	7.6 days (including temporary police holding)		

TABLE IX

ADULT PROBATION AND PAROLE CASES SERVICED DURING 1987-88

	PAROLEES		PROBATIONERS
Number as of April 1, 1987	3		353
Number referred during year	17		296
Number terminated during year	15		347
Number as of March 31, 1988	5		302
Percentage Change	+66%		-14%
Number of Community Assessments Completed:	28	(- 11%)	
Number of Pre-Sentence Reports Completed:	54	(-166%)	

DAY CARE & HOMEMAKER SERVICES

The Day Care and Homemaker Services Division is mandated under the Day Care and Homemaker Services Act, 1975 and the Day Care and Homemaker Services Regulations, 1982 to regulate, inspect and supervise group Day Care Centres and Homemaker Service Agencies in this province. The Division sees its responsibilities as threefold:

1. To safeguard and protect the consumers of these services through the provision of minimum standards with respect to health, safety and programming.

2. To assist with the development of these services through the provision of advisory, consultative and financial resources.

3. To remove financial barriers which may prohibit the utilization of these services by certain income groups through the provision of fee subsidization.

In carrying out its responsibilities, the Division must rely on the cooperation and assistance of several external groups including the Welfare Institutions Licensing and Inspection Authority, Department of Health (Public Health Inspection Division) and the Department of Education (Education Consultant in Early Childhood). The licensing function of the Division rests with the Day Care and Homemaker Services Licensing Board appointed by the Lieutenant Governor In-Council and chaired by the Director of Day Care and Homemaker Services. The Board meets regularly to consider applications for Day Care and Homemaker Services licenses, to consider applications for renewal of licenses, to consider cancellation/suspension of a license to operate and to make decisions regarding certification of persons employed in day care centres and homemaker service agencies who comply with the standards prescribed by the regulations.

During this fiscal year, a total of eighteen new day care centres were licensed by the Day Care and Homemaker Services Licensing Board. This now brings the total number of licensed child care spaces in the province to 2,251 of which 1,640 are full day spaces. The Division of Day Care also recorded and responded to a total of 253 inquiries from persons requesting licensing information relating to the establishment of a day care centre during this fiscal year.

The Department of Social Services continues to make available an Equipment and Supplies Grant to all licensed full day child care services on an annual basis. This grant is linked to the size of a centre and is defined as the number of spaces for which it is licensed and is calculated on the basis of 20 cents per child care space per child care day. The purpose of the grant is to assist these centres to meet licensing standards with respect to the suitability and adequacy of play equipment and materials used to create a stimulating program of activities for children attending these services.

Start-up grants for newly licensed centres in the amount of $1,000 are also made available by the Department and are intended to serve several purposes but, chiefly, to help defray the costs incurred in renovations and repairs necessary to meet the standards of the Day Care and Homemaker Services Act, 1975.

The Day Care Subsidy Program continues to be available to assist single parents and other eligible families for the purpose of assistance with Day Care fees. During this fiscal year, a total of 1,532 families were assisted through the subsidy program.

As part of its ongoing program of training, the Early Childhood Training Centre operated under the auspices of the Community Services Council, St. John's, continues to make part-time evening courses available to staff of licensed day care centres in St. John's and the surrounding area. The Department of Social Services provided a grant of $15,000 as a contribution towards the salary costs of the coordinator position for the part-time program.

In September, 1987, the position of Early Childhood Coordinator was approved for the Division of Day Care. The focus of this role related directly to monitoring and supervising the Day Care Licensing Program with a specific focus on early childhood programming and training.

This past fiscal year has been a significant and challenging one with respect to day care services with the public announcement of the federal government's proposed National Day Care Strategy. Planning and negotiations between the province and the federal government are ongoing, and the announcement of the Strategy has figured prominently in the activities of the Day Care Division during this year.

Following this report are included tables with respect to the growth and development of day care centres, the overall financial expenditures of the program, statistical data relating to the Day Care Subsidy Program which provides assistance with fees to parents qualifying under the income guidelines, as well as statistics relating to the activities of the Nutrition Consultant position.

The statistical information relating to the subsidization of children enrolled in the Daybreak Parent/Child Centre operating in St. John's is contained in the Annual Report prepared by the Daybreak Parent/Child Centre, 1987-88, and is available from Daybreak upon request. Operated under a nonprofit Board, this program is entirely funded by the Department of Social Services and is unique in that it provides associated parent programs for the parents of children involved in the Centre. The families involved require a variety of special supports as a consequence of such problems as child and spouse abuse, environmental deprivation, behavioural disorder, developmental delay and/or physical disability.

TABLE I

STATISTICS ON NUMBER OF LICENSED DAY CARE CENTRES

YEAR	NO. OF LICENSED CENTRES	NO. OF LICENSED SPACES FULL TIME	NO. OF LICENSED SPACES PART TIME	TOTAL NO. OF LICENSED SPACES
1975-76	-	-	-	-
1976-77	31	-	-	-
1977-78	30	-	-	710
1978-79	35	-	-	937
1979-80	36	491	325	816
1980-81	31	493	319	812
1981-82	36	533	341	874
1982-83	47	635	325	960
1983-84	48	769	418	1187
1984-85	53	804	549	1353
1985-86	60	922	522	1444
1986-87	72	1253	551	1804
1987-88	90	1640	611	2251

TABLE II

PROVINCIAL FINANCIAL EXPENDITURES ON DAY CARE SERVICES IN NEWFOUNDLAND
1976-77 TO 1987-88

YEAR	GRANTS	TRAINING	SUBSIDIES PAID UNDER INCOME TEST	SUBSIDIES PAID UNDER SOCIAL ASSIST.	ADMINISTRATION	TOTAL	% INCREASE	FEDERAL REVENUES (C.A.P.)*	% REVENUE/EXPENDITURE
1976-77	-	-	$135,000		$ 4,000	$ 139,000	-	$ 70,000	50%
1977-78	-	-	150,100	-	11,000	161,100	16%	80,000	50%
1978-79	-	-	163,500	-	15,000	178,500	10%	89,500	50%
1979-80	-	-	219,800	-	50,600	270,400	51%	135,000	50%
1980-81	$ 5,000	$10,000	136,300	-	67,000	218,300	(19%)	106,000	49%
1981-82	5,000	10,700	172,600	$ 152,433	73,000	413,700	89%	206,200	50%
1982-83	7,500	22,714	195,000	200,000	76,700	501,900	21%	269,400	47%
1983-84	7,500	22,100	215,201	250,000	80,500	575,300	15%	291,000	50%
1984-85	23,000	23,700	292,700	276,019	84,600	700,000	22%	327,700	47%
1985-86	44,600	46,000	418,837	494,470	104,400	1,108,300	58%	414,300	37%
1986-87	75,400	38,300	433,300	866,300	116,900	1,530,200	38%	595,150	39%
1987-88	92,200	21,000	550,900**	1,407,400**	137,000	2,208,500	44%	899,200	40%

* Canada Assistance Plan revenues were over-estimated in the period 80/81 to 84/85. Adjustments are now in process to reduce the revenues.

** Calculations omit day care subsidy payments related to the Special Child Welfare Allowance Program and the Foster Care Program which were in 1987-88:

Foster Children	$74,200
Special Child Welfare Allowance (Mental Retardation)	52,900
Special Child Welfare Allowance (Child Welfare)	39,000

TABLE III

DAY CARE SUBSIDY PROGRAM*

REASON FOR SUBSIDY	FAMILY TYPE	APRIL 1, 1987	NEW/ REOPENED	CLOSED	MARCH 31, 1988
Employment	1 parent	114	161	122	153
	2 parent	5	15	10	10
Upgrading/Training	1 parent	39	52	46	45
	2 parent	1	7	3	5
University	1 parent	28	21	12	37
	2 parent	2	1	3	0
Disability of Parent	1 parent	3	8	3	8
	2 parent	1	1	1	1
TOTALS - Child Care		193	266	200	259
Enrichment/Social Assistance	1 parent	176	205	205	176
	2 parent	114	104	115	103
Enrichment/Child Protection	1 parent	30	89	63	56
	2 parent	38	90	74	54
	WARD-DCW	11	17	17	11
Developmental Delay	1 parent	15	35	33	17
	2 parent	32	55	37	50
	WARD-DCW	10	10	7	13
Physical Disability	1 parent	2	2	2	2
	2 parent	2	6	2	6
	WARD-DCW	0	0	0	0
Other	1 parent	6	0	5	1
	2 parent	5	10	6	9
	WARD-DCW	8	1	9	0
TOTALS - Child Development		449	624	575	498
COMBINED TOTALS		642	890	775	757

* Statistical information relating to the subsidization of children enrolled in the Daybreak Parent/Child Centre is contained in the Daybreak Parent/Child Centre Annual Report, 1987-88, a copy of which may be obtained from the Agency.

NUTRITION CONSULTANT

During 1987-88, the activities of the Nutrition Consultant were focused mainly on consultation. This position was vacant for a six-month period and was occupied on a half-time basis for an additional 2 1/2 months.

A summary of major activities follows:

Area	Numbers
1. Nutrition Education (Presentations)	
a) Department of Social Services Staff/ training groups	1
b) Day Care Staff/Parents	0
c) Homemakers (private agencies)	2
d) Students/General Public	1
2. Nutrition Consultation	4
a) Assessments of Special Diets	
b) Day Care Centres	
- menu assessments	62
- unannounced visits	19
- other (i.e., follow-up meetings)	14
c) Group Homes	9
	2
3. Highlights	106

- At request of Child Welfare Division, conducted a special project concerning the cost of feeding an infant in the first year of life.
- Maintained a close liaison with the Department of Health relative to updating the Pregnancy Referral Form and related concerns; in addition, reviewed resource material for revision input.
- Formation of Nutrition Committee to review nutrition programs in day care centres (ongoing).
- Attended a limited number of professional conferences, workshops and lectures including a conference on Dental Health sponsored by the Newfoundland Public Health Association.

HOMEMAKER SERVICES PROGRAM

The Division of Day Care and Homemaker Services carries two responsibilities with respect to Homemaker Services. One involves the licensing and supervision of Homemaker Agencies operating independently in the community. The second involves responsibility for the overall management of a Teaching Homemaker Program within the Department of Social Services. This program is a specialized program intended to serve the needs of children and families who come to the attention of the Department of

Social Services through the Child Protection Program, Division of Child Welfare Services.

The Department employs nineteen Teaching Homemakers whose role is to work with families in their own homes assisting them with the development of more appropriate parenting skills and also in the development, where necessary, of specific household management skills. The program has been instrumental since its inception in preventing the foster care placement of children and has also meant that children have been able to leave foster care placement and be returned safely to their own home environment.

In carrying out the licensing responsibility of the Division, one new Homemaker Service Agency was licensed in this fiscal year. This now brings to nine the number of Homemaker Home Support Services Agencies operating in the province and licensed through the Division.

During this fiscal year, the joint Ministerial Committee between the Department of Social Services and Department of Health whose role it was to recommend legislation and to assess policies and procedures that should be implemented with respect to Homemaker and Home Support Services in this province completed its task. During this time, public hearings were held to solicit concerns regarding the regulation of these services and the type of duties assigned to the nonprofessional caregivers. These recommendations are presently under review, and it is expected that new legislation with respect to these services will be introduced in the near future.

The Newfoundland and Labrador Homemaker and Homemaker Services Association held its annual conference in St. John's from October 16-17, 1987. The Teaching Homemaker staff were in attendance at the conference along with Social Workers and management personnel of the Department. This association is a member of the Canadian Homemaker Services Association which is the professional body of Homemaker Services in Canada. Apart from providing homemakers in various fields of endeavour with the opportunity to meet and exchange ideas, the Association is also a focal point for discussions around policy development in this area.

With respect to the Teaching Homemaker Program within the Department which provides home support services to families under severe stress where there is evidence that children are receiving inappropriate care as a consequence, a total of 418 families were served by this program during fiscal year 1987-88. This program provides support to parents and children within the home environment, thus avoiding the trauma of separation and alternative care.

The following table provides information on the types of cases served by the Teaching Homemaker Program of the Department of Social Services in the past fiscal year.

TABLE IV

PROVINCIAL CASELOAD REPORT - TEACHING HOMEMAKER PROGRAM

REASON FOR HOMEMAKER SERVICE	APRIL 1, 1987	NEW AND REOPENED	CLOSED	MARCH 31, 1988
Hospitalization of mother	0	1	1	0
Sickness or convalescence of parent at home	1	4	3	2
Death or desertion or absence of parent(s)	0	1	1	0
Care for disabled, chronically ill or aged person(s)	8	19	7	20
Mismanagement of household and/or finances	76	45	76	45
Inadequate child care practices	53	66	47	72
Supportive Services	96	37	74	59
Other	0	11	5	6
TOTALS	234	184	214	204

REHABILITATION SERVICES

INTRODUCTION

The Department of Social Services delivers rehabilitation services to the mentally and physically disabled throughout the province under legal authority of the Act respecting the Rehabilitation of Disabled Persons. The purpose of this act is to provide a means whereby all disabled persons are assisted in realizing their individual maximum potentials, thus enabling them to acquire as high a level of personal and financial independence as possible.

Services provided under this act are cost shareable with the federal government under the authority of the Vocational Rehabilitation of Disabled Persons Agreement. This legislation does not require a needs or means test to determine eligibility but instead allows for the sole criterion for entry into the program to be the fact that the applicant is a "disabled person". The Provincial Act Respecting the Rehabilitation of Disabled Persons defines a disabled person as "a person who, because of physical or mental impairment, is prevented from taking a proper place in the economic and social life of the province".

The types of services provided to disabled persons through the auspices of the Rehabilitation Division are determined by a process of evaluation and assessment by a social worker, doctor and/or psychologist, all of whom ensure that the services provided are in line with the needs and wishes of the individual client.

MANDATE

The Division of Rehabilitation Services is responsible for Vocational Rehabilitation Services to both mentally and physically disabled persons as well as administering the Department's grants to the private agencies section. In addition, the Division is also responsible for providing prevocational or day programs to developmentally delayed individuals living in the community.

The Vocational Services Program (for adults with developmental disabilities) funds and oversees the operation of sixteen vocational training and employment programs throughout the province of Newfoundland and Labrador. These sixteen programs are offered under the auspices of four broad vocational options.

I Skill Development Programs

Two Skill Development Programs (Marystown and Gambo) were funded through the Division of Rehabilitation in 1987-88. Skill Development Programs are established primarily for purposes of facilitating the acquisition of basis life and social skills for individuals with severe disabilities who are residing in group homes. These programs are meant to be transitionary in nature with the long-term goal for all participants being involvement in supported employment.

The Marystown Skill Development Program was funded for its second year of operation in 1987-88. Three residents of the Marystown Community

Living Board Group Home participated and, this year, all three individuals were involved in part-time employment training. The Division of Rehabilitation assumed funding of the Gambo Skill Development Program in October, 1987, when it became clear that progress of the four residents of the Gambo Group Home would only occur with a more stable funding and staffing structure than was available through the Division of Employment Opportunities.

II Prevocational Training Centres

Two Prevocational Training Centres received funding from the Division of Rehabilitation during 1987-88. The Perlin Prevocational Training Centre (St. John's) operates under the auspices of the Vera Perlin Society. A reorganization of service delivery strategies by the Vera Perlin Society saw this program assume responsibility for the Career Education and Exploration Program located at the Cabot Institute. (The Career Education and Exploration Program was formerly part of the St. John's Work Oriented Rehabilitation Centre). The Perlin Prevocational Centre provided assessment and evaluation services, work adjustment (sheltered) training, basic academic and career education and life skills training to some 120 mentally handicapped adults in 1987-88.

The Prevocational Assessment and Training Centre (St. John's), a government operated facility, provides life skills training, work adjustment, community access and basic academic programs to approximately fifty individuals. The Prevocational Assessment and Training Centre has, since its establishment in 1982, relied heavily on funding through the Division of Employment Opportunities to hire support staff (Instructor Assistants). During the 1987-88 fiscal year it became increasingly difficult to secure support staff through this program, which resulted in the discontinuation of the supported employment component of the Centre, and a forced reduction in operating capacity.

III Work Oriented Rehabilitation Centres

Three Work Oriented Rehabilitation Centres were funded through the Division of Rehabilitation in 1987-88. The St. John's Work Oriented Rehabilitation Centre, operated under the auspices of the Vera Perlin Society, assumed responsibility for all employment placement programs following the reorganization of the service delivery strategy of the Vera Perlin Society. This program placed thirty-eight individuals in employment through community-based businesses, and seventy individuals through federal government funding of microfilming projects and the operation of small satellite projects located in the community.

The Corner Brook Work Oriented Rehabilitation Centre successfully placed eighteen individuals in employment during the 1987-88 fiscal year. Employment placements for clients were secured through community businesses, a contract to operate the cafeteria at the local high school, and a contract to operate the canteen during the summer months at the Margaret Bowater Park.

The Lewisporte Work Oriented Rehabilitation Centre provided training and employment placements to ten individuals during the 1987-88 fiscal year. This program continued to operate its furniture refinishing plant, and this year introduced training in shoe repair.

IV Supported Employment Programs

The concept of supported employment was introduced in 1985, and program establishment was based on the belief that all adults with developmental disabilities can and should work and should be afforded individualized employment services designed to meet individual needs and support requirements. Nine Supported Employment Programs were in existence during the 1987-88 fiscal year. The Division of Rehabilitation provided $24,000 in operating grants to each of eight of these programs for purposes of hiring Employment Placement Coordinators. The Gander Community Employment Corporation was fully funded under the Federal Job Development Program and did not receive a provincial grant.

Six of the Supported Employment Programs (Bay Roberts, Marystown, Grand Bank, Grand Falls, St. Anthony and Goose Bay) operated single-position programs in which the Employment Placement Coordinator developed community-based jobs for individuals. Three of the Supported Employment Programs (Gander, Stephenville and Port aux Basques) operated as Community Employment Corporations primarily funded through the Federal Job Development Program. Community Employment Corporations differ from other Supported Employment Programs in their hiring of a Corporation Manager to ensure economic and business development appropriate for individuals with developmental disabilities. Table III shows a breakdown of job placements and utilization of Job Trainers to support clients on the job.

In addition to developing employment and placing clients through established Supported Employment Programs, ten individuals were placed and supported in employment by District and Regional staff working in the area of Mental Retardation and Rehabilitation Services. Table III also includes these statistics.

During 1987-88 Job Trainer salaries were funded through the Division of Rehabilitation Training Services' account and cost-shared with the federal government under the Vocational Rehabilitation of Disabled Persons Agreement. Financial constraints experienced by the Division of Rehabilitation late in the fiscal year made it impossible to provide Job Trainers to all individuals requesting on-the-job support.

Training Services

While total provincial rehabilitation caseloads have only changed marginally over the past five years, the total budget for training services has shown a remarkable increase during the same time period. The reason for this increase can be explained by four reasons: (1) Increase in enrollment in university; (2) increase in on-the-job training for developmentally delayed; (3) increase in demand for high tech equipment; (4) increase in enrollment in private colleges. In an attempt to put some type of control on expenditures and ensure that the Rehabilitation Division was able to live within its budget, Treasury Board approval was given to change departmental policy as it related to divisional spending in training services.

Prior to fiscal year 1987-88, the Department, under the auspices of the Vocational Rehabilitation of Disabled Persons Agreement, provided total funding to disabled persons approved for training by the Regional Training Selection Committee. The change in policy during fiscal year

1987-88 resulted in the requirement that all disabled persons approved for training must apply for assistance from the Student Aid Division. The Rehabilitation Division, in turn, would cover any and all expenses not covered by Student Aid which were directly related to the client's disability. This policy change caused difficulties for certain students in making adjustments in their financial arrangements largely because of the lateness of the announced change. As a result, the policy was reversed, and a Review Committee was established by the Premier and the Minister of Social Services.

Rehabilitation Services Review Committee

The Rehabilitation Services Review Committee, announced by the Premier and the Minister of Social Services, was given a mandate to:

(a) Review the operation of the program as presently operating and assess its effectiveness in assisting disabled persons in training or retraining.

(b) Assess and recommend upon the implication of requiring students to take advantage of the Student Aid Load Program and how difficulties arising from the implementation of such a change might be minimized.

(c) Examine efficiencies which may be introduced that may result in expenditure curtailment.

Committee members consisted of Mr. Jerome Quinlan, Chairperson; Mr. Melvin Duffett and Mr. Noel Browne, representing Government; Mr. Tim Thorne, Secretary; Mr. Robert Hollett; Ms. Carmel Osborne; Mr. Myles Murphy; Ms. Regina Ash; Mr. Jack Jardine; and Mr. Chris Dawson and Mr. Roger Downer, representing the disabled community. The committee has completed the task assigned to it and has prepared a final report which has been submitted to the Minister of Social Services.

National Involvements

This past year was significant for the Division and the Rehabilitation Program in general, from a national perspective, because a formalized link was established with all provinces in the area of Rehabilitation Services. The Canadian Council on Rehabilitation and Work is a national nonprofit organization consisting of professionals and nonprofessionals involved in the area of rehabilitation for the disabled. Its office is located in Winnipeg, Manitoba, and its Board of Directors has a member from each province. Mr. Melvin Duffett is the Newfoundland representative on the Board and has been appointed to a three-year term. At the last annual general meeting in Winnipeg, Mr. Duffett was elected vice-president for a two-year term. Other executive members represent British Columbia, Alberta and Manitoba. It is felt that this involvement will provide the Department of Social Services with some valuable information on what is happening nationally in the rehabilitation field as well as provide us with an opportunity to explain significant events we are involved in. This can only serve to improve the quality of services offered to disabled consumers.

Staff Development

The Rehabilitation Division believes that staff development is a major issue in terms of quality of programming. In view of this, therefore, it has made a point of distributing professional journals, articles and other related information to Regional Coordinators who, in turn, have passed this information on to district staff. In addition to this, staff at the Division have made themselves available to speak at regional workshops to field staff involved in the Rehabilitation Program. One such workshop occurred at the central office during the past year, and there are indications that similar events are planned in other regions during the upcoming year.

Orange Home

Mention was made in the last annual report about the opening of the Orange Home Group Home for physically disabled adults. The home has been operational for more than a year now and, during the last fiscal year, at the request of the Program Advisory Committee, Mr. Melvin Duffett and Mr. George Warren of the Loyal Orange Hostel Corporation completed a program evaluation of the home. A written report containing recommendations was presented to the Advisory Committee with the majority, if not all, of the recommendations endorsed and acted upon.

Active Caseloads

Statistics for the fiscal year indicate an overall decrease in provincial caseloads and clients in training/employment placement, with a slight increase in clients with physical disabilities and developmental delay. As in previous years, the number of clients classified as learning disabled has continued to decline.

TABLE I

TOTAL PROVINCIAL CASELOAD

	1986-87	1987-88
Physical	342	358
Learning Disability	119	68
Mental Illness	98	63
Developmental Delay	325	362
Addiction	34	11
Psychosocial	45	32
Multiple	136	105
TOTAL	1,099	999

TABLE II

APPROVED TRAINING

YEAR	ST. JOHN'S	EASTERN	CENTRAL	WESTERN	LABRADOR	TOTAL
1986-87	226	92	97	87	12	514
1987-88	268	64	66	82	12	492

TABLE III

SUPPORTED EMPLOYMENT PROGRAMS

PROGRAMS	EMPLOYMENT OR TRAINING PLACEMENTS	JOB TRAINERS FUNDED (VRDP)
Bay Roberts	5	2
Marystown	23	10
Grand Bank	13	4
Gander*		3
Grand Falls	9	1
St. Anthony	9	1
Stephenville*	23	8
Port aux Basques*	16	3
Goose Bay	8	3
Subtotal	106	35
DISTRICT/REGIONAL OFFICE		
St. John's	3	3
Trepassey	1	1
Holyrood	1	1
Harbour Grace	1	1
Hants Habour	1	1
Elliotts Cove	1	1
Milltown	1	1
Buchans	1	1
Subtotal	10	10
Total	116	45

* Community Employment Corporations

MENTAL RETARDATION SERVICES

The program mandate of this division remains one of a commitment to the development of a comprehensive community-based service system on behalf of individuals having a developmental delay and is entrenched in the philosophies and principles of Social Role Valorization and integration.

This commitment is translated into reality via the development, at the community level, of a wide range of supports and services which provide an ability to support persons with developmental delays, regardless of severity or extent of delay, in their own communities. The year 1987-88 witnessed the ongoing conversion of the Mental Retardation Division from an institutional model to one totally reliant on community-based services.

The Division of Mental Retardation Services has within its program scope many support services to persons with developmental delays. These programs include Direct Home Services, Community Behavioral Services, Residential Alternatives, Respite Care, Financial Supports, Independent Living Services and Exon House. Each of these services has available a detailed annual report for 1987-88, which is available upon request. The following is offered as a brief program description of each, with relevant statistical information for the fiscal year 1987-88.

DIRECT HOME SERVICES PROGRAM

The Direct Home Services Program provides an in-home based, early intervention parent training program to parents with children having developmental delays. The program, delivered through weekly home visits, provides service to developmentally delayed children from birth to school entry age or until the child has successfully prepared for a more advanced educational program. Any child is eligible for the program when functioning significantly below his age level in any of five developmental areas: cognition, self-help, motor, language, and socialization.

As of April 1, 1987, the provincial caseload for the Direct Home Services Program consisted of 190 families. There were nineteen Child Management Specialists in fifteen offices, with two positions vacant. As of March 31, 1988, there were eleven Child Management Specialists in ten offices, with ten vacancies. As of that date, the provincial caseload was 137 families.

During the fiscal year, the Direct Home Services Program continued to provide service via part-time Child Management Specialists. In the St. John's Region, two such workers were utilized and, at the close of the year, they were working with eight families.

In addition, four Early Intervention Workers were utilized to provide support in three communities within the province. At the close of this fiscal year, there were two such workers providing support to children with developmental delays in two districts. These Early Intervention Workers function under the close supervision of a full-time Child Management Specialist.

In addition to the above service delivery modes, there was one summer student employed in the St. John's region during the period May to September to fill in for Child Management Specialists on annual leave and to provide support to families who were not on active caseload.

COMMUNITY BEHAVIOURAL SERVICES PROGRAM

The primary mandate of this program is to deliver behaviour management services to developmentally delayed individuals and their families. Individually tailored programs are designed so as to train the person, and significant others in the person's life, to gain functional control over maladaptive behaviour which may be threatening the continuance of a day program or residential option.

During 1987-88, the Community Services Program continued to be actively involved with the Residential Alternatives' Program. It is acknowledged that Behavioral Management Specialists provide critical support to group homes and other residential facilities. During the past year, Community Behavioral Services Program personnel contributed significantly to initial and ongoing training of group home staff and development of individual program plans for residents. This program is comprised of a Coordinator and sixteen Behaviour Management Specialists.

As of March 31, 1988, a total of seventy-six individuals and families were in receipt of active program support from Community Behavioral Services. There were nine staff positions filled with seven vacancies. During the year, a total of 287 individuals received service from the Community Behavioral Services Program.

A second component of this program is the Developmental Group Home which provides twenty-four hour per day behavioural programming and skill teaching to individuals whose present behavioural problems preclude placement in a regular group home or foster home and those individuals whose behavioral problems are such that continued living at home is in jeopardy. Individuals remain in the Developmental Group Home for a period of twelve to eighteen months in preparation for a move to a less restrictive living option or return to their own home.

The home currently has a maximum capacity for five individuals, and staff is comprised of a Coordinator, one Lead Counsellor, and seven full-time Counsellors supplemented by part-time staff.

As of April 1, 1987, the Developmental Group Home was serving five individuals (including one person living in the attached apartment). During the year, two residents moved to less restrictive living arrangements, which permitted the admission of one other individual with challenging behavioural needs. One additional resident was admitted also to this home during the temporary absence of another resident.

INDEPENDENT LIVING SERVICE

This program is a centre-based service which emphasizes basic self-help and functional living skills development. It was designed specifically for those individuals residing in the community and whose present

skills level is such that they would not be readily accepted into an already existing day program. The basic mandate of this service is to provide very intensive one-to-one programming (particularly in the area of gross and fine motor development) so that all individuals develop the skills necessary to enter less restrictive prevocational/employment settings.

During 1987-88, a total of nine students received service through the Individual Living Skills Program. There were three admissions and three graduations. As of March 31, 1988, there were six students in attendance with a staff comprised of one Coordinator and six Life Skills Instructors.

While this program is centre-based, much emphasis is placed on a close coordination between the Centre and the home environment. Regular home visits are made and much effort is put into ensuring that the parent/foster parent is aware of the activities which are carried out within the Centre and that these activities are coordinated within the home environment as well.

RESPITE CARE

The Respite Care Program provides both short- and long-term relief to families who have developmentally delayed sons or daughters living at home.

Short-term respite (usually an afternoon or evening per week) is delivered by full-time and/or part-time workers. The staff provide assistance to family members in their own homes or help them participate in community activities. During 1987-88, approximately 200 families received support from the Respite Care Program via the provision of short-term respite.

Long-term residential respite is available on a limited basis in various residential respite homes throughout the province. These homes are licensed to accommodate up to two individuals to a maximum of four weeks. During 1987-88, a total of ninety families received long-term respite, some of which was provided to other residential options such as group homes and/or Developmental Maximization Units.

As of March 31, 1988, the staffing complement of the Respite Care Program consisted of fifteen full-time staff, three half-time positions, as well as two districts being serviced through a fee-for-service arrangement administered by a community agency. At the end of 1987-88, there were 4.5 positions vacant. All positions within the Respite Care Program are filled on a temporary basis.

EXON HOUSE

Exon House is a residential facility which provides care and accommodation to young adults with identifiable developmental delays. This facility has been in active phase-out since 1982-83, and has witnessed its population reduce from a high of approximately 130 residents, to its current population of thirty persons. As alternate

residential options become available in the community through the development of group homes and foster homes, resident population will continue to decline, with a tentative closure date of June, 1989, now predicted.

As of April 1, 1987, there were a total of forty-eight residents in permanent care with two persons in temporary care. A total of twenty discharges occurred during the fiscal year 1987-88, with sixteen individuals being transferred to group home care and four individual being transferred to foster care. Thus, as of March 31, 1988, there were a total of thirty residents in permanent care.

RESIDENTIAL ALTERNATIVES

This program area provides various types of living options to many persons living with a developmental delay and who need to be supported in their daily living. It is broken down into a number of sub-areas: Developmental Maximization Units, Cooperative Apartments, foster placements and group homes.

DEVELOPMENTAL MAXIMIZATION UNITS

The Developmental Maximization Units provide accommodations to medically fragile, multi-handicapped individuals. Due to the stimulating environment, reduced resident numbers, and trained staff, these units are better able to afford each resident a developmental program based on his or her specific developmental needs.

As of April 1, 1987, there were two units in operation at Springdale and Old Perlican, providing accommodations to five and six individuals respectively. As of March 31, 1988, there were seven individuals residing in Old Perlican and five individuals residing at Springdale, with two overall vacancies.

COOPERATIVE APARTMENTS

As of April 1, 1987, there were seven Cooperative Apartments in operation, with a total resident population of twelve persons. Each apartment serves as a home for one to three developmentally delayed adults and is staffed by one Supervisor/Counsellor and relief staff.

The individuals in these apartments require a much less restrictive living option than that provided by a group home but still need daily supervision and instruction in more advanced daily living skills. All individuals who reside in these apartments attend a full-day program five days a week (either vocational or employment). As of March 31, 1988, there were seventeen young adults living in ten Cooperative Apartments with four identified vacancies.

GROUP HOMES

During 1987-88, four new group homes became operational in Bay Roberts, Carbonear, Port Aux Basques, and St. John's. As of

March 31, 1988, there were a total of twenty-one such homes with a corresponding resident population of eighty.

In 1987-88, a total of twenty-two new admissions were made within the group home program. As well, seven residents were discharged to less restrictive living arrangements such as foster care or Cooperative Apartments.

In addition to the new homes which became operational during 1987-88, approval was obtained for the development of five additional homes. These homes are being developed in Lewisporte, Clarenville, St. John's, Mt. Pearl and St. Anthony. It is expected that they will become operational in 1988-89. The establishment of these homes is seen as a vital step in the final closure of Exon House.

FOSTER PLACEMENTS

As of March 31, 1988, there were a total of twenty-one children in care in fourteen special foster homes. These figures only reflect those children living in foster homes licensed as Special Foster Homes (M. R.). In addition, there were a significant number of children with identifiable developmental delays living with families within the regular foster home program administered through the Division of Child Welfare.

At the close of the year, a review was being completed in which those foster homes who provide care solely to children with developmental delays were identified. It is the intent to transfer these homes to the Division of Mental Retardation Services, and subsequently be administered and monitored as Special Foster Homes (M. R.). It is anticipated that this transfer of administrative and program responsibility will occur early in 1988-89.

During 1987-88, a total expenditure of $468,000 occurred within the Special Foster Home Program area, with a maximum monthly rate of $936.

In the 1987-88 fiscal year, much effort was expended by staff at all levels in securing alternate family placements as the preferred residential option for persons in crisis in the community. It is anticipated that with increased vigour in this area, and with corresponding staff increase, it will be possible to greatly reduce the reliance on group home placements as initial residential placements.

It should be noted that many placements are made for persons who are beyond twenty-one years of age, and thus would not be reflected in the above statistics.

SPECIAL CHILD WELFARE ALLOWANCE

This program is specifically designed to provide financial assistance to families with developmentally delayed children. Its intent is to offset the costs of those additional services or supports which are required as a result of the specific delay of the child.

During 1987-88, eligibility for assistance through this program continued to be determined via the application of the Enriched Needs Test. Approval authority was vested at the District Office level, up to a maximum of $363 per month. An additional $1,000 per month could be approved by the Regional Director if the situation so warrants. Requests for assistance through this program in situations where no eligibility existed, or where the need exceeded the various approval levels, were forwarded to the Divisional Director for consideration and possible approval.

During the fiscal year, a total expenditure of $771,200 occurred in this program area with approximately 210 families receiving support throughout the year. A total of $84,500 was issued directly from headquarters to cover such items as special diets, nursery school fees, etc. In addition, $686,800 was expended from the local office to cover irregular costs such as medical transportation, in-home supports, special equipment, etc.

SOCIAL ASSISTANCE (SPECIAL NEEDS)

This funding source has been used in instances where a family is in receipt of social assistance, or a developmentally delayed adult is entitled to such assistance in his own right. This program area has been used to purchase various forms of support such as respite, teacher/companions, special apparatus, etc. It has also been used to continue to pay special foster home rates on behalf of individuals who are older than twenty-one years of age. In addition, the Special Needs Social Assistance Program has been used to support individualized living arrangements on behalf of young adults.

REGIONAL SERVICES

The Division of Regional Services has responsibility for planning, coordinating and directing the implementation of all the Department's programs and the delivery of services throughout the province. This responsibility includes the supervision and coordination of the Social Assistance, Child Welfare, Youth Corrections, Employment Opportunities, Day Care and Homemaker, Mental Retardation and the Rehabilitation programs of the Department. In addition, maintaining staff complements, deploying new staff, evaluating staff performances and ensuring compliance with approved policies and procedures are also included in the responsibilities of the Division.

Incorporated into the Division of Regional Services is responsibility for:

A. Ensuring that services are provided throughout the province in a manner consistent with the intent of policy and legislation;

B. Evaluating the effectiveness of services provided and assessing the need for additional services;

C. Ensuring that services are provided in a manner consistent with the dignity and worth of the individual and with full regard for his rights and needs as a citizen;

D. Directing field management personnel in terms of ways and means of facilitating service delivery;

E. Establishing priorities, when necessary, for field offices in attending to program matters; and

F. Accountability for results.

The Division of Regional Services is responsible for providing the services of the Department to people in their own communities. The Department of Social Services has divided the province, for administrative purposes, into five geographical regions. These five regions are further subdivided into fifty-two districts. In addition to the services provided at these offices, Social Worker staff also visit the homes of people requiring financial and nonfinancial services.

A Regional Director has administrative responsibility for the provision of all the services of the Department in each of the five regions referred to above. The Regional Directors are directly responsible to the Director of Regional Services for all aspects of program implementation and for their own performance and the performance of their staff. The principle functions of the position of Regional Director are:

A. Overseeing program implementation within the region;

B. Planning and evaluating;

C. Supervision; and

D. Public relations, which encompasses the interpretation of departmental programs, liaison with other agencies, and representing the Department in the community.

The Assistant Regional Directors have line authority over District Managers, and they advise the Regional Director on the effectiveness of policy and procedures. This organizational structure gives considerable autonomy to District Managers, yet provides them with adequate consultation and supervision in matters of program development and service delivery.

Each of the fifty-two district offices throughout the province are under the direction of a District Manager who is responsible for the management of the district office and the supervision of the staff, including performance evaluation.

In several large multi-worker offices, Social Worker Supervisors have been appointed to assist the District Manager in the operation of the office and in the supervision and evaluation of staff. In these large offices, the position of Social Worker Supervisor is the first level of management control over the provision of services to people in their own communities.

The fifty-two district offices throughout the province are staffed by 442 permanent personnel, including professional front line staff, management and stenographical and clerical support. These staff are responsible for providing the services of the Department to people at the community level in a manner consistent with the intent of policy and legislation.

STAFF

The total staff complement of the Division of Regional Services on 1988 03 31 was 442, including headquarters staff of the Director, an Administrative Assistant and a Clerk Stenographer III.

STAFF - MARCH 31, 1988

Director	1
Administrative Assistant	1
Regional Director	5
Assistant Regional Director	9
District Manager	52
Social Worker Supervisor	12
Social Work Program Coordinator	17
Regional Psychologist	2
Social Worker	177
Child Management Specialist	21
Behaviour Management Specialist	15
Social Assistance Worker	46
Clerk IV	5
Clerk III	2
Clerk II	3
Clerk I	2
Clerk Stenographer III	2
Clerk Stenographer II	46
Clerk Stenographer I	3
Clerk Typist III	1
Clerk Typist II	15
Clerk Typist I	4
Switchboard Operator	1
	442

During the year under review, there were fifteen appointments to the field staff and twenty-two resignations. In addition, twenty-three members of the field staff received transfers to other district offices or to other departments. There were thirteen promotions and three retirements.

Eight field staff members were on Educational Leave during the year to complete the requirements for degrees or to obtain additional university credits.

VISITS TO FIELD OFFICES

All of the Department's regional and district offices were visited during the year by the various Program Directors, the Assistant Deputy Ministers and the Deputy Minister. The visits to field offices have a twofold purpose of improving communications and monitoring the effectiveness of services provided. The Director of Regional Services personally visited ten district offices and the five regional offices on several occasions during the year.

OFFICE ACCOMMODATIONS, IMPROVED OFFICE FACILITIES AND STAFF HOUSING

Office accommodations are provided for the fifty-two district offices and five regional offices by the Department of Public Works and Services and are located at fifty-seven locations throughout the province. Each year, continued efforts are made to improve the comfort, convenience and confidentiality in the offices throughout the province.

During the past fiscal year, accommodation improvements were made to several offices, both regional and district, through relocation or by renovations and expansion to existing facilities.

The provincial government provided residences on a rental basis to Department staff through the Department of Public Works and Services, the Newfoundland and Labrador Housing Corporation and, in Labrador, through properties leased by the federal government. At 1988 03 31, the number of residences and apartments owned by these sources at various communities throughout the province totalled fifteen.

STATISTICS

Statistics by region and district follow this report. For a provincial overview of the programs administered by the Department, reference should be made to the program reports.

OTHER

Child Welfare

The increased prevalence of child abuse, particularly sexual abuse, as well as the increased awareness of the problem by professionals within this department and the raised expectations of the community, created the impetus that led to the creation of a specialized Child Abuse Treatment

and Protection Unit within the St. John's Region. The Unit responds to all new cases of child abuse and to cases that have been inactive for three months.

Services to Senior Citizens

A close liaison is maintained with the Department of Health, which has responsibility for Services to Seniors. However, this Department extends services through Home Support Services which are provided primarily through the Employment Opportunities Program and the Enriched Needs provisions of the Social Assistance Program.

In addition, services are provided to the residents of licensed boarding homes. Such services may include assistance with drug costs through the provision of an identification card and assistance with medical transportation costs when there is financial eligibility.

TABLE I

PROGRAM CASELOADS BY DISTRICT, MARCH 31, 1988
ST. JOHN'S REGION

DISTRICT OFFICE	SHORT TERM ASSIST-ANCE	LONG TERM ASSIST-ANCE	CHILD WELFARE	CORRECT-IONS	EMPLOY MENT OPPORTUN-ITIES*	REHAB-ILITATION	SENIOR CITIZENS	MENTAL RETARDAT-ION	HOME MAKER SERVICES	DAY CARE CENTERS	TOTAL
St. John's East	484	936	473	120		172	72	33	9	16	2,323
St. John's West	336	1,699	640	169		206	325	113	21	10	3,518
St. John's Centre	596	1,186	218	107		123	55	71	12	14	2,382
Bell Island	308	120	102	10		6	67	4	0	0	617
Kelligrews	232	461	200	37		59	367	38	0	6	1,400
Farryland	40	113	49	11		3	29	3	0	1	249
Child Abuse Unit			222								222
TOTAL	1,996	4,515	1,904	453		569	915	262	42	55	10,711

* Refer to Program Report

TABLE II

SPECIAL INVESTIGATIONS OF SUSPECTED ABUSE OF THE SOCIAL ASSISTANCE PROGRAM
FOR THE PERIOD
APRIL 1, 1987 - MARCH 31, 1988

ST. JOHN'S REGION

	NO. OF CASES	CONVICTED	REFERRED TO POLICE	SUSPENDED	CLOSED	UNDER INVESTIGATION
Failure to Provide	9	1	8	0	0	0
False Pretences	45	1	24	0	20	0
Family Unit Relationships	20	nil	nil	1	11	8
TOTAL	74	2	32	1	31	8

TABLE III

YOUTH DIVERSION PROGRAM*
STATISTICS
1987 04 01 - 1988 03 31

ST. JOHNS'S REGION

ACTIVE CASES AT BEGINNING OF YEAR	123
REFERRALS FROM CROWN ATTORNEY	499
SUCCESSFUL COMPLETIONS	360
CASES RETURNED TO CROWN	63
ACTIVE CASELOAD	572
CASES REFERRED TO MEDIATION	155
YOUTH WHO ATTENDED EDUCATIONAL SESSIONS ON THEFT	235
YOUTH WHO ATTENDED EDUCATIONAL SESSIONS ON ALCOHOL	17
YOUTH WHO RECEIVED EDUCATIONAL PACKAGES ON THEFT OR ALCOHOL	24
ACTIVE VOLUNTEERS	76
NEW VOLUNTEERS	23
MEDIATORS	22
BOARD MEMBERS	12
COMMUNITY AGENCIES	31
NEW AGENCIES	6

* The main function of the Youth Diversion Program is to provide community work, compensation to victims, or educational programs for first-time young offenders as an alternative to court action.

TABLE IV

PROGRAM CASELOADS BY DISTRICT, MARCH 31, 1980
EASTERN REGION

DISTRICT OFFICE	SHORT TERM ASSIST-ANCE	LONG TERM ASSIST-ANCE	CHILD WELFARE	CORRECT-IONS	EMPLOY MENT OPPORTUN-ITIES	REHAB-ILITATION	SENIOR CITIZENS	MENTAL RETARDAT-ION	HOME MAKER SERVICES	DAY CARE CENTERS	TOTAL
Arnold's Cove	48	39	39	5	10	7	20	10	0	0	188
Bay L'Argent	67	48	26	7	51	17	11	14	0	0	241
Bay Roberts	295	343	161	27	211	8	92	42	0	2	1,181
Bonavista	270	162	118	35	17	11	84	11	0	0	708
Clarenville	337	154	127	40	48	9	64	49	0	1	821
Grand Bank	47	64	94	0	66	27	52	32	14	1	398
Harbour Grace	362	401	209	59	153	12	89	71	14	2	1,363
Heart's Content	84	102	78	6	15	16	39	25	9	0	374
Marystown	209	262	137	96	148	30	43	56	0	1	973
Placentia	174	90	85	35	67	28	30	13	0	1	523
St. Mary's	65	34	73	10	5	17	24	23	0	0	251
Whitbourne	158	60	77	17	115	3	45	24	29	0	528
TOTAL	2,107	1,759	1,215	337	898	185	604	370	66	8	7,549

TABLE V

PROGRAM CASELOADS BY DISTRICT, MARCH 31, 1988
CENTRAL REGION

DISTRICT OFFICE	SHORT TERM ASSIST-ANCE	LONG TERM ASSIST-ANCE	CHILD WELFARE	CORRECT-IONS	EMPLOY MENT OPPORTUN-ITIES	REHAB-ILITATION	SENIOR CITIZENS	MENTAL RETARDAT-ION	HOME MAKER SERVICES	DAY CARE CENTERS	TOTAL
Baie Verte	139	76	128	37	16	6	20	10	-	1	433
Botwood	282	325	92	50	18	-	7	9	6	1	710
Fogo	28	53	22	44	28	24	30	3	-	-	232
Gambo	241	61	48	40	69	7	11	6	21	-	504
Gander	312	233	163	52	18	18	164	10	2	2	974
Glovertown	64	80	60	10	2	4	25	3	-	-	248
Grand Falls	319	576	106	120	18	35	58	22	-	4	1,338
Harbour Breton	38	83	44	-	-	6	56	21	-	-	248
Lewisporte	153	214	121	9	37	17	125	22	13	1	712
Milltown	61	44	77	40	35	7	13	3	-	-	280
Springdale	227	74	215	51	16	4	20	98	-	-	705
Twillingate	112	146	82	16	14	2	40	8	3	-	423
Wesleyville	70	93	45	9	7	5	125	6	-	-	360
TOTAL	2,066	2,058	1,283	478	278	135	694	221	45	9	7,267

TABLE VI

PROGRAM CASELOADS BY DISTRICT, MARCH 31, 1980
WESTERN REGION

DISTRICT OFFICE	SHORT TERM ASSIST-ANCE	LONG TERM ASSIST-ANCE	CHILD WELFARE	CORRECT-IONS	EMPLOY MENT OPPORTUN-ITIES	REHAB-ILITATION	SENIOR CITIZENS	MENTAL RETARDAT-ION	HOME MAKER SERVICES	DAY CARE CENTERS	TOTAL
Bonne Bay	82	64	83	51	47	2	85	13	0	1	429
Burgeo	51	27	55	30	8	26	36	13	19	0	265
Channel	220	145	248	110	120	9	71	100	17	0	1,049
Corner Brook	264	795	301	201	170	36	86	99	28	6	1,996
Deer Lake	372	186	135	40	69	6	62	25	0	1	896
Englee	47	20	98	42	12	12	144	22	0	0	397
Flower's Cove	14	32	15	10	25	3	37	0	0	0	144
Piccadilly	329	185	221	57	134	5	70	31	12	0	1,044
Port Saunders	28	35	50	56	20	1	68	2	0	0	260
St. Anthony	34	68	48	35	28	1	31	46	0	0	291
Stephenville	401	84	260	60	80	11	74	68	15	3	1,036
Stephenville Crossing	279	265	177	70	36	14	259	21	18	2	1,141
TOTAL	2,121	1,906	1,691	778	749	126	1,023	420	109	13	9,936

TABLE VII

PROGRAM CASELOADS BY DISTRICT, MARCH 31, 1988
LABRADOR REGION

DISTRICT OFFICE	SHORT TERM ASSIST-ANCE	LONG TERM ASSIST-ANCE	CHILD WELFARE	CORRECT-IONS	EMPLOY MENT OPPORTUN-ITIES	REHAB-ILITATION	SENIOR CITIZENS	MENTAL RETARDAT-ION	HOME MAKER SERVICES	DAY CARE CENTERS	TOTAL
Cartwright	23	9	13	12	1	0	12	0	0	0	70
Davis Inlet	51	2	52	19	7	1	6	0	0	0	138
Forteau	52	18	12	14	0	4	40	0	0	1	141
Happy Valley	110	47	136	77	20	1	72	44	8	2	517
Hopedale	75	9	65	19	3	0	7	0	0	0	178
Mary's Harbour	25	16	19	6	8	0	7	8	0	1	90
Nain	61	14	90	36	3	0	5	0	9	1	219
Sheshatshiu	92	3	99	19	18	0	10	2	7	0	250
Wabush	44	13	75	52	16	0	1	14	0	4	219
TOTAL	533	131	561	254	76	6	160	68	24	9	1,822

STAFF DEVELOPMENT

STRUCTURE AND STAFFING

In April, 1987, a reorganization resulted in Staff Development becoming a direct responsibility of the Assistant Deputy Minister, Finance & Regional Operations. In 1987-88, the staffing complement was two Staff Development Officers, one permanent and one temporary. With an initial mandate of one year, the temporary position was established to respond to the training and developmental needs of group home staff and boards and Social Services personnel who support these programs.

The Departmental Library and Resource Centre is coordinated by the Division, funded through the Division of Employment Opportunities as a Community Development Project, and is staffed by a full-time Coordinator.

MANAGEMENT TRAINING

Management Training Workshops

This series of workshops, which offered training to all Departmental managers, concluded in June. In December, the workshop facilitator, Laurent Barrette, presented to the Executive a summary of the workshops and recommendations around issues currently affecting management training within this department. His report was circulated to all management staff.

Management Training Committee

The Division continued to coordinate the activities of the committee during the past year. The committee developed a Terms of Reference as a guide to its future activities and, in conjunction with the Public Service Commission, developed a framework for a Management Development Program within this department.

SOCIAL WORK ORIENTATION PROGRAM

In October, the orientation Program for all new social work staff commenced and will become an annual training event. The purpose of this program is to provide all staff with information on the structure and mandate of the Department, and to provide an overview of all the programs offered.

The program focused as well on professional issues and values and integration into the Social Services' context. It also provided Social Workers with an opportunity to pose questions and concerns to Program Directors and the Executive on various program policies and procedures.

The program consisted of eight days' training, and sixteen staff from all over the province attended.

LIBRARY AND RESOURCE CENTRE

The library continued to expand during the past year. A major task was the development of a complete Acquisition List which was circulated to all staff.

The library has received a significant number of requests for information on social services from outside community agencies and other government departments. Feedback from all areas of the province has been positive regarding the mail-out service, and approximately 900 pieces of information have been made available to staff province-wide.

There has also been an increased demand from staff for assistance in developing workshop packages.

WORKSHOP FOR STAFF SERVING NORTHERN COMMUNITIES

The Labrador Region, in conjunction with Staff Development, offered a workshop for staff serving northern communities. The workshop was held in Goose Bay on March 15-17, and was facilitated by Dr. Douglas Durst from the Memorial University School of Social Work. A total of twenty-five staff from the Labrador Region attended. The workshop was in response to regional staff's request for training which focuses on values, professional training and the realities of providing social services in isolated northern communities.

The workshop covered the following areas:

1. Myths of a Single Northern Culture
2. Perceptions of Northern Communities
3. Social Worker Roles and How These Translate in Northern Communities
4. Legal Issues for Social Workers (Judge J. Igloliorte)
5. Program Issues
6. Recruitment in the North
7. Orientation of Staff who Work in the North

Staff response to this workshop and training, which focuses on issues unique to the North, was very favourable. A workshop which will focus specifically on community development is planned as a follow-up.

CHILD WELFARE/MANAGEMENT TRAINING WORKSHOPS

Needs Assessment

During the past year, a Needs Assessment was sent to all Child Welfare staff. With this feedback, as well as evaluations completed at the November, 1986, Child Welfare Conference, a series of Child Welfare Workshops were developed in conjunction with the Child Welfare Division.

A component of the workshop was developed to provide managers with some additional training in clinical supervision. Resource persons included Jim Dickinson, Child Welfare Consultant; Janice Parsons, School of Social Work; Ernest Gittens, LLb., Legal Aid; and representatives from the Department of Justice.

Workshops focused on:

1. Clinical Work in Child Welfare
2. Stress Management in Child Welfare
3. Family Violence
4. Legal Issues
5. Clinical Supervision

In addition to the training component, a segment of the workshop was set aside for staff in the regions to discuss areas of interest/concern related to the delivery of the Child Welfare Program with Divisional staff.

Approximately 180 Child Welfare Workers and Managers will have participated in these workshops which will conclude in the fall of 1988.

REGIONAL STAFF DEVELOPMENT COMMITTEES

During the past year, the Division requested the establishment of Regional Staff Development Committees. With the cooperation of Regional and Assistant Regional Directors, these committees are now in place. The overall objective of these committees is to promote staff development activities within a region and to provide input to the Divisions as to the training provided for regional staff.

The following are the Terms of Reference:

1. To assist in the assessment of staff training and developmental needs on a regional basis, and in establishing priorities for training for each fiscal year.

2. To assist the Staff Development Division in planning staff development activities that meet the unique needs of their particular region.

3. To assist in the evaluation of training activities and help develop activities that meet the unique needs of staff development.

4. To give feedback to the Staff Development Division on existing and proposed policy in the area of staff development.

5. To provide a regional link with the Library and Resource Centre by recommending the acquisition of particular resources, and suggesting ways of ensuring the most effective accessing of these resources by staff.

6. To liaise with the Staff Development Division in the promotion of continuing education offerings within their region, and in ensuring that staff are made aware of these opportunities.

7. To develop a list of external resource persons available to provide training within the region.

8. To help identify regional staff who could be trainers/facilitators in training/developmental activities.

9. To ensure that staff have available all information related to

university courses, including their scheduling and their availability in particular cases.

STAFF DEVELOPMENT BUDGETS

The authority for attendance at Staff Development activities was extensively decentralized during 1987-88. Each region now has an allocation of funding for staff development travel and employee benefits (registration fees, course costs, etc.). Regional requests to attend workshops and conferences are now forwarded for approval through the district offices to the Regional Director. Each staff request is completed on an Authorization Form which outlines the reasons for attendance and the results expected by the participant and by his/her managers.

Attendance at External Workshops and Conferences

The Department sponsored approximately 180 staff in attendance at external training and developmental activities in the community. The Division continues to coordinate the flow of information on external events to all staff.

PERFORMANCE REVIEW

The Division currently has responsibility for the coordination of performance review activities within the Department. This includes the Management Performance Review Program, and planning and development of a performance review program for nonmanagement staff. Planned expansion in the Division's Staff Complement should result in increased emphasis in this area during the next year.

EDUCATIONAL LEAVE PROGRAM

The Division continued to coordinate the Department's Educational Leave Program.

Leave With Pay to Complete Field Practicums

During the past year, nine staff received leave with pay to complete practicums in both undergraduate and graduate programs.

Summer Leave

The Department approved educational leave with pay for eight staff to complete the Summer Session at Memorial University.

RECRUITMENT

The Division of Staff Development has continued to be involved in the recruitment for permanent Social Worker positions. The division recommended that a change in Board representation be made to reflect the key role of the manager who will be responsible for the supervision of new employees, and who appropriately should be involved in the selection process. Effective April 1, 1988, the representative of the Department on

Selection Boards will be the immediate supervisor. The Division will continue to complete the screening for Social Work positions, and interviews for the Public Service Commission's Applicant Supply List.

EXTERNAL COMMITTEES

Advisory Committee on Addictions Education and Training

Staff Development represents the Department on this newly formed Advisory Committee. The purpose of the committee is to advise the Alcohol and Drug Dependency Commission in its efforts to undertake assessment of addiction training needs and required program development and delivery.

Interdepartmental Committee on Staff Development and Training

The Division meets with staff who are responsible for training within other government departments on a bimonthly basis. The purpose is to develop an information flow on training activities across departments which can be beneficial in planning individual departmental initiatives.

Interdepartmental Committee on Family Violence

The Division is represented on the Training Subcommittee which is involved in the development of government training initiatives in the area of family violence.

PRIORITIES FOR 1988-1989

In addition to ongoing commitments, the following areas are seen as priorities for Staff Development over the next year:

1. Institutional Training - The need for training for staff in Secure Custody Institutions has been identified. Planning has begun for completion of a Needs Assessment which will establish short- and long-term training and development priorities. It is planned to initiate training in the next year based on this assessment.

2. Orientation - There is a need to develop both a policy on orientation for all new staff as well as a structured orientation training package which can be available as soon as employment begins. Regional staff are currently being asked for their input into this area.

3. Performance Review - Nonmanagement Staff - It is hoped that, during the next year, a Performance Review Program will be developed for all nonmanagement staff within the Department.

4. Management Training - It is planned that an updated Management Needs Assessment be completed to assist in planning for future training initiatives in this area.

STAFF DEVELOPMENT OFFICER/GROUP HOME PROGRAM

The Staff Development position for Group Homes was newly created in March, 1987, to respond to the training and development needs of Residential Care staff, Boards and Social Services' personnel who support these programs.

There has been much expansion and specialization in this area in recent years:

- There are forty-two different Boards involved.
- The program is operated under four Divisions.
- Geographically, they are spread out across the province.
- Individuals living in these Group Homes have a variety of specialized needs (Child Welfare, Young Offenders and persons with a developmental delay and/or physical disabilities).
- The Residential Care staff have a range of qualifications.

A planned approach to training/development will further the provision of quality care in these programs. The initial mandate of this position was to assess and identify critical needs, as well as to offer some concrete training in the first year.

IDENTIFICATION OF DEVELOPMENT NEEDS

Identification of needs was primarily accomplished through review of a variety of documents/reports, interviews and a Needs Assessment Survey.

HUMAN RESOURCE MANAGEMENT TRAINING

This area was identified by the Department and Boards as a priority.

In conjunction with Treasury Board, a package was developed and delivered eight times in various areas of the province. Approximately 150 participants were involved. Topics included:

- Union Contracts
- Performance Review
- Recruitment Selection
- Personnel Motivation

The presentation material has been organized into a training manual and can be used in the future to orient new Boards as their membership changes.

ORIENTATION/BASIC TRAINING PACKAGE

Development began on an Orientation/Basic Training Package for Residential Care staff in programs operated under Child Welfare, Youth Corrections, Rehabilitation, and Mental Retardation. The purpose of such

training is to provide all staff with information on the structure and mandate of these programs, as well as the basic skills to perform their roles.

A draft manual is under review in the Division of Mental Retardation Services and outlines have been developed for Youth Corrections and Child Welfare. Identification of training needs in this area is in process with the Rehabilitation Group Home.

EDUCATION/TRAINING PROGRAM FOR POTENTIAL RESIDENTIAL CARE STAFF

Research has begun into the various educational options to identify a mechanism for development of a pre-employment program for residential care staff. The purpose of this program would be to have available a market of qualified potential employees.

SUPERVISORY TRAINING PACKAGE

Through a Committee of Departmental and Residential Care Staff, a proposal has been developed for the Lead Staff in Group Homes/Cooperative Apartments/Assessment Centres which involves three weeks of training and will cover eight management topics:

- Labour Relations
- Supervisory Communication
- Team Approach
- Financial Management
- Mandate and Objectives
- Performance Review
- Training Role of the Supervisor
- Effective Management

Once the details are coordinated with the Public Service Commission, training will begin in September, 1989.

GROUP HOME BOARD CONFERENCE '87

This was the second such event and focused on addressing the training needs raised during the first conference, as well as those identified by the Divisions and a Committee of Board Representatives. Topics included:

- Staffing
- Public Relations
- Board Functioning
- Finances

Approximately 170 participants attended this two-day affair.

An additional training day specific to Social Services' personnel was also included to cover topics specific to these programs.

Lastly, the conference was used as a forum to show appreciation to Boards through the presentation of "Certificates of Service" by the Minister, and for Boards to discuss the issue of forming an Association.

COORDINATION OF INDIVIDUALIZED TRAINING EVENTS

Youth Corrections and Child Welfare	-	Suicide Prevention Workshops Regionally
	-	Nonviolent Crisis Intervention Workshops Regionally
Rehabilitation	-	Sexuality for Persons with Physical Disabilities
	-	Job Tailoring
	-	Vocational Rehabilitation for Disabled Persons
	-	Accessing Resources for Persons with a Physical Disability

OTHER ACTIVITIES

- Development of a proposed policy for the use of "Equivalency" in hiring Residential Care staff.
- Assessment of the training needs of Group [illegible]e Bookkeepers and input into the development of an information package in this regard.
- Assessment of the Action Plan Process.
- Research into various training material.
- Ordering resource materials for the individual Group Homes/Assessment Centres/Cooperative Apartments.

COMMITTEES

- Secretary for the Provincial Coordinating Committee on Group Homes, which includes Division, Executive and Regional representation. The mandate of the committee is to share information and provide an opportunity for input around generic issue.
- Secretary for the Quarterly Directors' Meeting, which comprises Youth Corrections, Child Welfare, Mental Retardation, and Rehabilitation. This forum is used to coordinate common issues/decisions in all program areas.
- Liaison for the Group Home Board Association Steering Committee, whose mandate is to assess the feasibility of developing a Provincial Association. Final report on this issue to be available November, 1988.
- Secretary for the Provincial Training Committee representing the Division of Youth Corrections. This committee is a part of the Atlantic Association of Transitional Centres. A.A.T.C. is an arm of the Canadian Training Institute (CTI). The goal of the committee is to assist small agencies with limited funding to pool their resources in developing low-cost workshops to address specific training needs.
- Member of the Interdepartmental Committee for Staff Development. This is an information-sharing body which assists in the coordination of training and development throughout government.

PRIORITIES FOR 1988-89

In addition to the fulfillment of activities which began over the past year, the following are seen as priorities for 1988-89:

1. Specific skill teaching for residential care staff.

2. Development of a consistent approach to orientation and training of volunteer Boards in four crucial areas: financial management, personnel management, departmental policies, and philosophy.

3. Coordination between the Division in relation to policy/procedure/ model development to ensure effective implementation at the front line.

ADMINISTRATION

The major responsibilities of the Administration Division include the following:

- To ensure that by proper planning, direction, supervision, development of procedures and guidelines, advice and consultation with divisional heads, the administrative and financial activities affecting the Department are carried out in an effective and efficient manner in Financial Services, Personnel and Business Management, and Central Registry, and that services performed are in accordance with the applicable legislative authorities.

- To ensure the proper allocation of funds provided in the Estimates and to maintain constant liaison with government financial officials.

- To provide advice and consultation to the Executive and the Minister on financial implications of ongoing and new programs to ensure compliance with legislation.

- To coordinate the preparation of the Department's Annual Estimates.

For the year ending March 31, 1988, the total current account expenditure was $195,497,100. Related revenue totalled $79,727,300, which included $79,110,899 received from the federal government in connection with various cost-sharing agreements. The following is a summary of Expenditures by Object of Expenditure:

Salaries	$ 59,980,300
Employee Benefits	9,400
Transportation & Communications	1,661,900
Supplies	1,594,000
Professional Services	1,195,100
Purchased Services	957,100
Property, Furniture & Equipment	210,400
Allowance and Assistance	123,892,700
Grants & Subsidies	5,970,200
Debt Expenses	26,000
*TOTAL EXPENDITURES	$195,497,100

* The amounts shown above may be subject to minor Public Account Adjustments.

ADMINISTRATION HIGHLIGHTS

- During the year, eighteen claims valued at $74,380,558 were prepared and submitted under the Canada Assistance Plan Agreement. Sixteen claims valued at $2,135,628 were prepared and submitted under the Vocational Rehabilitation of Disabled Persons Agreement (VRDP), and one claim valued at $11,150 was prepared and submitted under the Work Activity Section of the Canada Assistance Plan.

- During the year, a concerted effort was made to update the completion of final claims for all federal/provincial agreements. Final

claims have now been completed and submitted for 1985-86 for CAP (Canada Assistance Plan) and VRDP (Vocational Rehabilitation of Disabled Persons) and for 1987-88 for Work Activity.

- During the year, Accounts Division processed and submitted to Finance for payment 14,000 payment vouchers, 9,200 travel expense claims and 374 travel imprests.

- At the end of March, 1988, there were 78,000 case files in Registry. During the year, twenty new subject files were opened, and at year end there were 3,700 such files in Registry.

INTERNAL AUDIT DIVISION

The Division of Internal Audit consists of a staff of five which is made up of a permanent staff including the Manager, two Auditors and a temporary staff of two Assistant Auditors. The temporary staff are acquired on a rotating basis from Memorial University through the University's Cooperative Business Program.

It is the responsibility of the Internal Audit Division, under the direction of the Manager, to perform Internal Social Services Audits to achieve the following objectives:

1. To ensure that all programs within the Department's structure are being administered in accordance with department policy and procedure.

2. To ensure that proper accounting practices and techniques are used to adequately account for department assets and expenditures.

3. To determine that the funds provided by the Department to outside agencies are being utilized in accordance with the approved budget activities for which funds are provided.

4. To analyze audit findings and recommending, where necessary, improved methods and concepts for the improvement of various phases of department operations.

During 1987-88, there were a total of ten audits and two systems reviews completed by this Division. Nine of these were District Office audits and the remaining audit was completed in the program area of Child Welfare. The systems reviews were completed in the program areas of Social Assistance and Child Welfare.

Given the present staff complement of the Internal Audit Division and making allowances for various other audit plans, it is the aim of the Division to complete an audit on each District Office at least once every four years. It should also be noted that the Internal Audit Division is available upon request to perform audit-related assignments for any branch of the Department if it is felt that the Division's involvement would be beneficial.

EMERGENCY SOCIAL SERVICES

During the period under review, there were no major disasters in Newfoundland and Labrador that required the provision of Emergency Social Services. A very serious and threatening forest fire near Goose Bay, Labrador, in May, 1988, made it necessary to ask some people to leave their homes, but overnight accommodations were fortunately not required. While not directly related to our services, it is interesting to note that the Emergency Measures Organization in Labrador has established a GROUND SEARCH AND RESCUE TEAM to complement the efforts of the police and the Canadian Armed Forces.

While no serious emergency arose, there has been continuing activity in the area of training and planning. Social Services' staff throughout the province are involved with municipal officials in the preparation of emergency plans for various municipalities. This involvement consists of identifying the Social Services' role in the overall emergency plan and the functions and responsibilities of our staff in the event of a disaster.

The staff at one of our district offices participated in an emergency exercise at the North Haven Manor, a senior citizen's complex in central Newfoundland.

Members of our field staff in Newfoundland and Labrador continue to appreciate the opportunity to participate in the Emergency Social Services' training sessions in Arnprior, Ontario. During the period under review, sixteen staff members and one representative from the Canadian Red Cross Society (Newfoundland Division) were recommended and approved for courses at Arnprior as follows:

St. John's Region	6
Eastern Region	4
Central Region	4
Western Region	2
Labrador	1
	17

These courses at Arnprior are extremely beneficial in preparing our staff to appropriately respond to emergency situations.

Emergency Social Services was also represented at two meetings that were held in August, 1988, regarding the possible re-entry over Canada of parts of the nuclear-powered Soviet Satellite Cosmos 1900. One meeting was called by Emergency Preparedness Canada and the other by the Newfoundland Emergency Measures Organization. There has been no further involvement.

The city of St. John's is planning for a mock disaster that will simulate a small plane crash at the St. John's Memorial Stadium, which is to be filled to capacity with school children. This mock disaster is being planned to test the city's emergency response capability. Approximately 250 casualties will have to be taken care of and the remainder

will have to be taken to a reception centre where a Registration and Enquiry Operation will be set up. This particular activity will be the responsibility of Emergency Social Services' personnel.

This concludes our brief report and appreciation is again expressed to Mrs. Lorraine Davies, the Director of Emergency Social Services, Health and Welfare Canada, and her competent staff for their continuing help and support.

SOCIAL ASSISTANCE APPEAL BOARD

The duties of the Social Assistance Appeal Board are to render decisions on behalf of applicants for Social Assistance and recipients of Social Assistance who are aggrieved by decisions of an Administrative Review Committee, Regional Director or the Director of Social Assistance.

The Social Assistance Appeal Board is comprised of three members who are not employees of the government of the province of Newfoundland and Labrador. Each member is appointed by the Lieutenant Governor in Council. Appointment is for a three-year period and members are eligible for reappointment.

The present members are Mr. A. E. Mifflin, Chairman; Mrs. Ida Reid, Member; and Mrs. Brenda Murrin, Member.

Twenty-five hearings involving 137 appeals were conducted during the year under review of which six were held in the St. John's Region, five in the Eastern Region, eight in the Central Region and six in the Western Region. No appeals were held in the Labrador Region.

The table on the following page shows the distribution of appeals by month and by region and decisions rendered.

DISTRIBUTION OF APPEALS AND DECISIONS BY MONTH AND BY REGION

MONTH	ST. JOHN'S REGION	DECISION UP-HELD	DECISION OVER-TURNED	EASTERN REGION	DECISION UP-HELD	DECISION OVER-TURNED	CENTRAL REGION	DECISION UP-HELD	DECISION OVER-TURNED	WESTERN REGION	DECISION UP-HELD	DECISION OVER-TURNED	PRO-VINCIAL TOTALS
APRIL	3	2	1	2	1	1	3	2	1				8
MAY	2	2	-	-	-	-	-	-	-	3	2	1	5
JUNE	2	2	-	2		2	3	3	-		-	-	7
JULY	-	-	-	-		-	3	1	2	1	1	-	4
AUGUST	2	-	2	1	1	-	2	2	-	4	1	3	9
SEPTEMBER	6	6	-	-	-	-	6	6	-	1	1	-	13
OCTOBER	5	3	2	4	2	2	4	2	2	5	4	1	18
NOVEMBER	3	2	1	1	1	-	2	1	1	2	1	1	8
DECEMBER	6	3	3	3	2	1	4	2	2	4	4		17
JANUARY	1	1	-	-	-	-	3	2	1	2	-	2	6
FEBRUARY	14	10	4	1	1	-	6	6	-	2	2	-	23
MARCH	9	4	5	5	3	2	5	4	1	-	-	-	19
TOTALS	53	35	18	19	11	8	41	31	10	24	16	8	137